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ABSTRACT

This report focuses on the second year of the education-to-work councils established by the American Association of Community and Junior Colleges in six communities across the country. The development of the programs is described in terms of the following process: (1) current data relevant to school-to-work transition issues were collected; (2) primary goals and objectives were determined; (3) task groups were organized and given responsibility to devise action programs; (4) task group programs were adopted by the Council; (5) programs were implemented using Council members as resource people; and (6) efforts were made to inform the community of the Council's purposes and achievements. Recommendations for achieving program goals are presented, as are discussions and recommendations in the following areas: the Youth Employment and Demonstration Programs Act (YEDPA); funding uncertainties; community colleges as initiators; volunteerism; council life cycles; national intermediaries; budget; state and local Comprehensive Employment and Training Act (CETA); the project's third year; and assessment. The demography, council activities and problems, budget summary, institutional impact, documents, plans for the future, and assessment of the individual programs are presented for each of the six locations: Bayamon, Puerto Rico; Enfield, Connecticut; Fairbanks, Alaska; Lincoln, Nebraska; St. Albans, Vermont; and Tullahoma, Tennessee. (MB)

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COMMUNITY EDUCATION-WORK COUNCILS: THE AACJC PROJECT

SECOND YEAR REPORT

APRIL 1979

JC 790 252

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THE AACJC EDUCATION-WORK COUNCIL PROGRAM: SECOND YEAR REPORT

SUMMARY AND ANALYSIS

JAMES R. MAHONEY
PROJECT DIRECTOR

Note: A paper which incorporates the dimensions of policy papers, executive summaries, broad assessments, final reports. and occasional essays runs a serious risk. Like most eclectic exercises, the combination of forms and focuses can create confusion rather than produce clarity. In spite of the risk and in the interest of offering as wide a series of comments as possible, the following notes are presented.

Background:

In October 1976 AACJC was awarded a one-year, cost-reimbursement contract by the U.S. Department of Labor (DOL), Office of National Programs, to establish education-work councils in at least five local communities across the country. At least two of the councils were to be in rural areas. Local community colleges were to serve as council initiators.

Under the contract terms, the Association was to work with the National Manpower Institute (NMI) and the National Alliance of Business (NAB) on the program. Under a separate DOL contract, NMI had already spent a year testing community interest in the council idea and assessing the relative development of like-organizations. NAB had agreed to reallocate some of its existing DOL funding to support councils in five of its Metro offices. Thus, while each organization worked through discrete DOL contracts, they were to work together in the interests of advancing council development as efficiently as possible and of contributing fully to DOL's knowledge development interests.

The Association selected its demonstration colleges by a request for proposal procedure. AACJC subcontracted with the successful colleges in February and March 1977. The Association's first program year (including a three month extension) was completed in December 1977. A three-volume final report covering the period was published in January 1978. It is available through the Junior College Educational Research Information Center (ERIC), ERIC numbers ED 149-823, ED 149-824, and ED 149-825.

With a three-month extension, the Association's second project year was completed on March 18, 1979. The experiences of the second year are the focus of this document. The national AACJC director shared a report outline and directions with site administrators, a fact which accounts for the format consistency evident in the remainder of this volume. Each site administrator prepared a draft report which was then edited by the AACJC director.

AACJC's funded involvement in the council program ends on April 18, 1979. However, four of its six local projects will continue into a third year with funding from DOL through NMI.

In total, in the first 2 years 33 council programs received DOL funds. AACJC sponsored 6 locations; NMI supported 21; NAB promoted 5; and, with a direct contract from DOL, New Jersey organized a statewide program. Together 33 councils compose the national education-work council consortium. On several occasions during the first 2 years of the program, the consortium members met in conference to share program experiences. The meetings were organized by NMI.

The Concept:

An unexpected and serious paradox developed from the beginning of the program. For some councils, it remained unresolved even through the second year. Like the broader, federal revenue-sharing programs, the council project is based on the belief that local communities are capable of identifying and addressing their own problems, that they are actively willing to assume such responsibilities, and that federal program support dollars are helpful in encouraging communities to focus on national issues as they are translated locally. The project is based upon the belief that individual community efforts may be more effective in resolving local problems than expansive federal programs.

In response to this belief, the federally initiated program had to apply a deft touch. The program description had to be phrased in general terms sufficient to clarify broad directions while avoiding language which might be viewed by local communities as dictatorial. The description had to offer direction without limiting local choices. Suggestions could be made concerning the problems which local communities might discover in their youth's transition phase and the programs which might effectively respond to the problems, but specific formulas could not be offered.

Further, the process by which councils were to operate, a central element of the concept, could be suggested but without demanding adherence to a standard pattern. Council program literature and program officials constantly repeated the descriptor "collaboration" to explain the organizational behavior which was to describe the program. The term has a positive ring, but it caused no end to difficulty, confusion, and frustration. While the term may be understandable on a theoretic level, its practical dimensions were never clear. The term assumes that community problems are the responsibility of the whole community, not the one or two organizations which are directly involved in a special area. It implies that credit for achievement and blame for failure is spread community-wide It suggests the active participation of all significant community components in the identification and resolution of problems, with no single component assuming more authority or control than any other one. The term is often contrasted to the work "cooperation" which connotes most frequently the passive approval of one or more organizations for the work of another. Collaboration implies active participation in the analysis of problems, a readiness to provide specialized assistance and knowledge, and a willingness to offer resources helpful in resolving problems.

The program was based on the description presented in The Boundless Resource: (The New Republic Book Co., Inc. 1975).

> Relying essentially on local community initiative, the councils would ferry people and ideas across the gap between education and employment and at the same time infuse the coming-of-age process with knowledge and experience

> available from the broader community. They would facilitate the transition of the younger members of the community between institutionalized education and whatever is to follow it, although without commitment to the one-way order of experience this suggests. This function would include both the rendering of services directly to youth and the "brokering" of functions of established institutions -- particularly schools, employing enterprises, labor unions, employment agencies, and families.

Thus, the communities were given a broad mandate which, with the aid of full-time local project staff, they were to interpret into specific actions. All of the councils experienced translation difficulty at the beginning. Some of the councils continued to have difficulty through the second year.

For the latter group, the concept was never fully realized. While they expressed concern for the problems youth experienced in transitioning from school to work and were willing to periodically meet to discuss the problems, the councils left the bulk of the work to the staffs. In large measure, problem identification, program recommendations, organizational liaison, and implementation activities were assumed by the staffs. The councils viewed themselves as advisory bodies, responsible essentially for directing the staff and for approving or disapproving plans. On occasion council members contributed time and services to specific programs, but judged against the council concept and the collaborative ideal, the groups did not evolve into councils. Useful, innovative activities were organized and implemented by project staff, but they were the work of the staff and one or another lead organization. They were not the products of full council involvement or collaboration.

A number of reasons help explain the lack of evolution at some locations. They include: a missing sense of program "ownership;" an incapacity to overcome the initial nebulousness of the project's purposes and characteristics; reluctance on the part of members to relinquish "territorial rights," both in terms of professional worlds and geographic ones; membership turn-over caused by community politics, job changes, professional and family commitments; fatigue; and the dominance of a single organization.

The councils which were successful in interpreting the concept were able to overcome the difficulties noted above. None of them, however, found the process easy. The route that this group of councils took was characterized generally by the following process:

1. Current data relevant to school-to-work transition issues were collected. Sources of the data included: experience of council members; reports available through area and state offices (CETA, education, business, etc.); national trends as reported

in newspapers, magazines, and books; and council organized studies;

2. The council determined its primary goals and objectives;
3. Task groups were organized to address the goals and objectives and were given the responsibility to devise action programs designed to achieve results;
4. Task group programs were adopted by the full council;
5. Staff implemented programs, using council members as resource people when appropriate (e.g., as interviewers in simulation job interview workshops, as presentors at various conferences, as providers of work-experience programs, as spokespersons for the program for publicity purposes);
6. Concerted efforts were made throughout the project to inform the community of the council's purposes and its achievements.

The process was not sequenced as it is indicated above. Some of the activities (publicity and data collection for example) were conducted throughout the funded period. Task groups, once their purposes had been achieved, were disbanded, and, in the interests of efficiency, groups were consolidated around broad issues.

The task group approach deserves special note, for it was through this method that some of the serious difficulties associated with volunteer group building were solved. The task groups presented friendly opportunities for individual council members, representing diverse professional affiliations, to share ideas with one another, to get to know one another in a non-threatening atmosphere, and to work out particular plans. As a result, communication barriers were weakened and members were more easily able to generate efforts in response to problems they had jointly identified. The sessions also provided group members with a sense of ownership. Programs they recommended to the full council were adopted and implemented. Program achievement was directly related to their work. Seeing direct, practical results from their volunteered time and their suggestions encouraged them to continue to work for the council.

A most significant result of task group work and the programs which were applied because of it was group legitimacy. The most active program councils developed an achievement record to which council members could relate. The record provided the council with recognition within the community, thus making it possible to initiate other activities more easily. And, it generated credibility; that is, because of its past successes, the council established itself as a group capable of gaining results. Credibility was particularly important because the council would have to rely on local and state funding sources to sustain itself once federal funding was completed.

The early development of action programs was important to the councils, for it gave members something to point to as a concrete result of the time each of them had given. The council was then not simply a forum allowing individuals to express their opinions but an action-oriented, results-directed body. The quality was especially important to representatives of the private sector.

It should be underscored, however, that it was not just action programs which characterized those councils which evolved toward the concept ideal. It was action programs triggered and designed by council members themselves. Staff generated activities, although effective in addressing youth problems, did not necessarily strengthen the councils. Council or task group activities generally did.

Recommendation:

It is obvious that there is never one best way to do anything. The adage applies to the development of education-work councils as well as to most things. Yet, from the experience of the AACJC councils, it is apparent that to ensure that a group wishing to establish a council give it the greatest possibility for success it should attempt to:

A. Realize practical results from their volunteered time as quickly as possible;

B. Actively participate (preferably in small task groups focusing on smaller, clearly delineated issues designed to meet council objectives) in identifying and resolving community problems; and

C. Attribute direct credit for council achievements and broadcast the credit community-wide.

Further, clear and reasonable council goals should be established early in the program. The goals should be the result of membership consensus and should be tailored specifically to community conditions. In establishing the goals, community officials who may not be able to participate on the council but who could contribute a great deal to facilitate the group's work such as the mayor or other political leaders, directors of state government cabinet offices, etc. should be invited to assist the council in the activity. Once the council's directions have been set, its presence, goals, planned activities, and membership should be publicized throughout the community.

Also, a system for periodically reviewing the membership should be designed and adopted so that particularly effective members may be placed in more responsible positions and inactive members may be replaced with others with more time and interest.

A periodic review of council progress should be made to ensure that council goals are pertinent to community characteristics, programs achieve expected results, and staff and individual member responsibilities are adequately fulfilled. While staff and council leadership may wish to implement a quarterly assessment, it would be most helpful on an annual basis to invite a third party to review achievement and direction.

YEDPA And The Council Program:

The Youth Employment and Demonstration Programs Act (YEDPA) was signed into law in August 1977. It was the Administration's response to serious national youth problems. The problems include high unemployment, (particularly among minorities), high secondary school drop out rates, reductions in school achievement scores and increasing crime statistics, among others.

The legislation focused principally on the provision of assistance to economically disadvantaged youth. It created the DOL Office of Youth Programs (OYP) with four new programs to address youth problems. The programs are the Youth Adult Conservation Corps (YACC)--a year-round effort targeted on unemployed 16-23 year olds who would work on conservation projects; the Youth Incentive Entitlement Pilot Project (YIEPP)--a guaranteed jobs program for in- and out-of-school youth as an incentive for remaining in or returning to school; the Youth Community Conservation and Improvement Project (YCCIP)--an employment program for

16-19 year old youth in supervised community projects resulting in useful products, training, and the provision of academic credit; and the Youth Employment and Training Program (YETP)--a program to provide opportunities for training, education, and support services.

While the bulk of the Office of Youth Programs' budget is administered through the CETA network, substantial discretionary monies are managed from the Washington office. The council program is funded out of the discretionary cache and stresses the activities identified under the YETP part. The activities noted in the legislation include:

1. Improvement in the quality and coordination of youth employment/training services;
2. Development of improvement of employment/career information services; and
3. Creation of new services or service delivery systems to fill current voids.

The relationship between YETP interests and council activities is clear when their variety and scope are examined. The following sampling of AACJC council-sponsored local programs shows the connection. The councils created:

1. An incorporated, CETA prime sponsor-supported body designed to catalogue employers' manpower needs and match them

with resources available in education/ training institutions;

2. An apprenticeship program in the machinist trades;
3. Resource directories listing and describing community opportunities for education/training, jobs, counseling, assessment, and related functions;
4. Employer seminars stressing work experience programs, manpower planning, career education, personnel practices, CETA opportunities, and school training capabilities;
5. Student seminars emphasizing employment resources, career planning, job hunting, education/training centers, employer expectations, employee responsibilities and coping skills;
6. Teacher and counselor seminars concentrating on characteristics of the work place, occupational and career counseling, occupational aptitude and interest assessments, and career information;
7. Media products (slide-sound, 16mm, and print) identifying career clusters and available jobs within the clusters;

8. Career planning centers in accessible locations and through an equipped mobile van;
9. Job placement, cooperative education, work-study, and work experience services; and
10. Information collection activities (surveys of youth, employers, counselors, and human service agencies), including analysis, and dissemination.

Only capsules of selected AACJC council activities are offered here. Were NAB and NMI council details included and a comprehensive listing made, the itemization would be considerable.

Another program dimension which contributes to the full YEDPA effort is knowledge development. While no formal evaluation component is attached to the DOL contract, site directors and the intermediary project staff are obligated to describe their work and its results through reporting procedures. The information complements the growing body of DOL-gathered data useful in determining future policy directions.

A formal program evaluation is currently being conducted by ABT Associates, Inc. (Boston, MA.) with funding support from the National Institute of Education. Twelve of the 33 demonstration communities will be examined, 8 of them very closely.

Recommendation:

The similarities between the YETP part of the CETA legislation and council purposes and programs are striking. They immediately raise the question: Why should the U.S. Department of Labor spend public monies to support two organizations whose functions are duplicative, whose interests are the same, and whose audiences are identical?

The fact is that if the CETA system were as effective as it might be there would be no need for a council program. However, the CETA system suffers from a number of problems. Among them are: stultifing bureaucracy, politicized decision-making, and community ignorance about its purposes. These details define the general CETA condition in local areas; there are many exceptions. The consequence of its current reputation is that CETA offices can not do what a council is designed to do. The most appropriate service these offices can provide at this time is to fund the creation of local councils to assist in achieving YETP goals. In funding such efforts, CETA prime sponsors should ensure that the councils are autonomous, broadly representative, apolitical, and responsive to identified community youth needs.

It should be noted here that councils apparently have limitations. While they have proven themselves effective in developing, implementing, and managing youth service programs, they have been much less successful in influencing local and state policy. The relative infancy of the councils may help explain this fact, yet it remains that after more than 2 years the councils have realized only modest achievements in affecting policies which hamper youth transition. For the most part councils have focused on programs, not on policy. When they have addressed policy questions, the most that can be said is that they may have the potential, sometime in the future, to affect them.

Council strength on this issue remains to be tested. It is an important test, for if councils are not able to influence policy decisions, if they are only capable of conducting programs which might easily be handled through the present CETA system, their value is suspect. Clearly, the councils need more time to gather their strength before they can expect to exert the kind of influence necessary to attack policy issues.

Funding Uncertainties:

The program began in late 1976 with the assumption that it would be funded for at least two years. The initial contract was for one year, but it was tacitly understood that a program of this magnitude would require more than a few months to prove its efficacy. It was further assumed that, although an application for continuation would be required for the second year, the procedure would be nearly pro forma.

Although the assumptions that the program would be funded for two years and that more than a few months were necessary to establish it held true, the assumption that the second year application would be pro forma proved false.

First-year funding came from DOL's Office of National Programs. In the fall of 1977, President Carter signed the YEDPA which called for the organization of an Office of Youth Programs (OYP) within DOL. The Community Education-Work Council Program was shifted to the OYP. With the change new program officers were assigned to the project and a new administrator assumed the direction of the office. While the new program officer had worked with the project earlier and was committed to it, the new administrator appeared to have reservations. The reservations centered upon serious conflicts which might be produced within the CETA system by supporting a related program outside of the system and an uncertainty about what the federal role should be in such a project. The reservations, the billion dollar program responsibilities of the office, and the inability of some of the national intermediaries to provide data which demonstrated the program's achievement all contributed to the delay in second year funding.

Near the end of its contract period (October 15, 1977), the AACJC program was permitted a three-month extension. A few days before the end of the extension, the Association received official notice that monies would be awarded for a second year. Verbal confirmation of the award was made several months earlier, but the official contract came very late. Given the general uncertainties of federal funding, neither the Association nor the demonstration sites could confidently plan for a second year without an official contract.

Similiar circumstances characterized the history of third-year funding. Well into the second year, the OYP decided that a single national intermediary would be used. The Association and the National Alliance of Business program offices would not be funded; only the National Manpower Institute would receive a contract to assist local programs. The third-year funding level (both for the Institute and for the local communities to be subcontracted with through the Institute) and the full program design were not clear until the end of 1978. To move AACJC councils' second-year completion dates more in line with the Institute's councils, OYP awarded the Association program a three-month extension to March 18, 1979. With a reduced total program budget, not all existing councils could be funded, and none of the funded councils would receive as much cash support as they had had in the previous two years.

While three years of federal program support is generous, its uncertainty from one year to the next caused a number of serious problems.

1. One local executive director resigned. Although he stated that his preference

was to stay with the program, he felt obligated to accept a position with the university which would provide him and his family with more long term security.

2. As each funding year drew toward completion, staff attention was diverted from project activities toward a search for other jobs.
3. Council members questioned the usefulness of their contributions. Since a long-term future was precarious, only short-term resolutions to significant community problems were possible. They had little confidence that major activities could be completed within the contract period.
4. The search for alternative funding distracted the councils from activities designed to achieve their program service goals.

The negative influence of the problems reduced the councils' achievement and diminished their community recognition.

Recommendation:

It seems obvious that for the program to have been given the fullest opportunity to prove itself, a firm funding agreement should have been reached at the beginning. A minimum of two funding years for the demonstration communities would have been adequate. Two fully funded years with two further years of reduced funding (sufficient to support a core staff and some operations expenses or a dollar-for-dollar match up to a $25,000 federal award) would have better enabled local councils to become self-sufficient. On the surface this suggestion resembles the funding pattern which actually evolved. The important difference, however, is that the pattern would have been clearly established through contract at the inception of the program. The knowledge would have eliminated many of the problems noted in this section and would have given the councils a fairer chance to plan their futures.

In the second program year, councils were charged by the DOL and the national intermediaries to aggressively seek other funding sources. Most of the councils took this direction seriously and were able to generate additional support, but nearly all of it was allocated for special programs, not for core support. The problem was particularly troublesome because the councils were relatively new organizations and had not had sufficient time to develop the kind of community reputation and legitimacy necessary to interest funding sources. After three years of operation, they should be in a better condition to qualify for other funding programs.

Community Colleges As Initiators:

DOL viewed community colleges as logical local institutions to initiate councils. The reasons are:

1. They are community-based organizations responsible for servicing local educational needs and for anticipating future requirements.
2. They are generally governed by locally elected or appointed community leaders who often represent the variety of community components sought for membership on the councils.
3. In most community colleges curriculum advisory committees, particularly for occupational programs, composed of local experts in specific fields are organized to ensure that programs are of high quality and that they offer instruction related to current experience. The advisory committee members also tend to be community leaders and representative of a range of community organizations.
4. The colleges have had long experience with youth who are the primary focus of the project.
5. More than 50% of the curricula offered in community colleges nationally are in the occupational realm. The programs are seen as valuable resources for local youth.

The project's experience showed that, as expected, the colleges were successful in attracting to the first meetings of the councils high level individuals from government, organized labor, private business and industry, and other education institutions. The colleges demonstrated their commitment to the project through their substantial in-kind and financial contributions to operations. Their willingness to implement new college programs, to work jointly with a variety of organizations on other programs, and to lend their influence to efforts not directly tied to their responsibilities were demonstrated throughout the funded period. In one measure or another, most of the colleges have committed themselves to continued support of the programs and the special projects they have undertaken as the result of council endeavors. In short, the colleges fulfilled their contract obligations admirably.

However, some difficulties arose. They included:

1. Some community colleges serve huge areas, particularly in rural states. For example, one demonstration college system provides services to the residents in a 10,000 square mile area. Such large areas are broken into counties with diverse characteristics. Long distances separate one town or city from another.

The facts account for some of the problems which the project experienced. The seven counties making up one college service area carefully protected their jurisdictions. Most were hesitant to work with other counties on a program. They viewed their circumstances as different from the others, were reluctant to share them for discussion with members from outside the county, and preferred to leave other county problems alone. Further, no matter where council meetings were held, some members had to travel considerable distances in the evening to attend. As a result, many members were discouraged from attending.

One council devised county subcouncils to address the problems. But severe limits of staff time and the staff's program responsibilities which were increased as the project extended hampered effective implementation of the strategy. In principle the arrangement maked good sense, but it required more staff than the project could support. As a result the staffs and councils decided to concentrate on a single county.

2. At one demonstration site, a rural one, the college is the single most significant educational and cultural center in the area. It is highly regarded as a leadership organization. It is one of the few resources which public officials and private leaders share without conflicting possessiveness. While it is positive and remarkable, the college's reputation hampered the council's development. Council members were content to perform in their familiar role as an advisory body. Program plans, implementation, and operations activities were left in the hands of staff, who were employees of the college. The college and staff constantly attempted to move the council into a more self-commanding stance, but without success. The council was constant

in its view that the program was a college project and the full responsibility for it lay, therefore, with the college and the college project staff.

3. At one site, the program suffered because of the college's association with the state university system. The state's community colleges come under the aegis of the university. A rapid succession of university presidents, the university's fiscal problems, and an active "town-gown" conflict with the community reflected on the community college and reduced its capacity to effectively organize and nurture a council. The community college president strongly supported the council and participated actively on it. But the university association was too strong to overcome. To eliminate the handicap, the council broke its affiliation with the college in the middle of the second year and merged with a non-profit community organization with offices in the middle of the community.

4. One college, part of a statewide community college system, was frustrated by the restrictive, bureaucratic policies governing college operations. Travel requests, purchase orders, and staff hiring procedures took weeks to gain approval. Council responsiveness and flexibility were impeded.

5. At still another college, part-time staff were hired to work within discrete and distant parts of the college's service area. The staff worked part-time for the project and

part-time for the college. Because the college itself was understaffed, the part-timers' college workload required more than the half time for which they were contracted. They judged college responsibilities to be more important than project duties, so their project work suffered. Further, the project administrator was unable to adequately organize the part-time staff to meet council goals. College officials appeared to view the project as a means to complete some of their own tasks. The part-time staff arrangement was discontinued early in the second project period.

Recommendation:

The project experience clearly suggests that community colleges are excellent resources for initiating and nurturing councils. Yet, some guidance might be necessary to derive the most from such an arrangement.

1. During its initiation period, the council ought to focus on a single political unit (county, city, town, etc.) to avoid complicating what is already an intricate program.

2. Care should be taken to work through a college which is not bound by bureaucratic regulations, a reflected negative reputation as the result of association with another institution, or so strong a positive reputation that community members are reluctant to move away from it. Not all community colleges, then, are able to serve the facilitator function well.

3. Unless there is a firm administrative grasp on the arrangement, part-time staff operating outside of the central council office probably are not efficient. If part-time staff are used, their responsibilities should be carefully described and their work monitored.

Volunteerism:

For the council program to work it required that important members of the community willingly volunteer both their leisure and professional time. For full implementation of the concept, a substantial amount of time is demanded, not just for meetings but also to participate actively on council-sponsored programs. The need for volunteers for the program comes at a time when the attraction of volunteer activities has declined. The reasons for the decline are multiple, but include the following:

1. Women traditionally have been the most active of volunteers, having more time and having been culturally trained to give their services for humanistic community causes. Among other factors, the economy has importantly reduced the reservoir of talented volunteer women.

2. Recent history is replete with details depicting personal corruption in high offices and questionable performance of formerly respected individuals and organizations. These facts have discourage private citizens from becoming involved in community organizations, for involvement carries the threat

of contributing to a less than honorable activity or, at the extreme, of association with corruption or malfeasance or both.

3. With the growing phenomenon of two working-parent families and single parent families, free time takes on special meaning. Organizations relying on volunteer assistance have to complete for this time.

4. When strong active volunteers are involved with a program, the paid staff sometimes over-use them. The strain put on such volunteers overburdens them to the point that they withdraw in deference to their other responsibilities.

The factors above help explain the reported variations in council meeting attendance and the tendency of some councils to adopt an advisory committee posture as opposed to a more aggressive action role.

Recommendation:

No obvious resolution is apparent for this problem. Yet, when a program is successful in garnering the services of effective volunteers, it is important that the staff use their services judiciously and only when their most active involvement is crucial to program achievement. In other circumstances, the staff should carry the burden of the program.

Life Cycles:

One of the project's basic tenets was that while communities shared common problems, each had distinctive ones which required unique responses. The relative progress of the councils clearly demonstrated the truth of this proposition.

Factors which played a part in the councils' relative development included the following:

1. Staff experience and aggressiveness;
2. Community readiness, particularly regarding the willingness of all community segments to collaborate;
3. Area geographic dimensions;
4. Group willingness to assume project responsibilities;
5. Council acceptance and understanding of its unique functions;
6. Level of community leadership, its constancy, and the diversity of organizations represented;
7. Quickness in implementing visible and quality service programs; and
8. Organizational structure adopted.

There were other factors as well. The result of their interplay was that councils developed unevenly, both in terms of individual histories and as compared to one another.

Individual councils did not develop in a straight line. Most frequently advances were made as the result of specific council-sponsored events. Such events were spread-out over the two years. The interstices were plateaus during which planning and organizational exercises were conducted. Yet, even this description suggests a uniform development which belies the histories of the councils. For some councils the initial plateaus were very long, as were the plateaus between activities.

Council life cycles fell in three general categories. Some of the councils began with an early flurry of activity and generally maintained their energy throughout the program. They were councils which had set their goals and organizational structures early, had gained the commitment of important community executives before the program's inception or soon afterwards, and pursued their interests aggressively. In the first six program months, they achieved a reasonable level of collaboration among the membership and with community organizations. They had, in fact, advanced toward the program concept part way through the first year.

Other councils were much slower in development. Their experiences can be characterized by the community's (and its leadership) cautiousness in accepting the new organization and their dilatory identification of youth transition problems, the council's halting approach to organization, the staff's difficulty in locating a small core of community leaders who could engineer development, the project's slowness in identifying a specific agenda, and the reluctance of important community segments to participate. Nearly a year and a half were required for the councils in this category to establish themselves. Once they had, they generated exceptional energy and quickly solidified their positions in the community.

Some councils never quite developed. While important activities were conceived and implemented through the councils, the workload was carried essentially by the staffs. The councils were advisory groups, and apparently were content to be so.

Recommendations:

The three national intermediaries employed three different methods to select the communities in which the concept was to be tested. AACJC used a request for proposal procedure; National Manpower Institute conducted a thorough site examination exercise; and National Alliance of Business selected five of its Metro offices with active youth programs. The unevenness of development sketched above described councils sponsored by each of the organizations. The fact suggests that there is no foolproof way to identify communities which will be able to apply the concept quickly, nor those which with time can apply it, nor those which may be unable to apply it at all. The best that can be expected for such a program is to elicit from communities a firm commitment to make the idea work and a statement which clearly suggests that they understand the basic principles. This fact also suggests that the funding pattern recommended earlier in this report should be considered to accommodate those councils which develop slowly.

Program histories also suggest that technical assistance and other special resources available through the national intermediary should be concentrated on those councils which are slow starting.

Offering such help early in the program, particularly goal setting and organizational assistance, could accelerate development. Care should be taken, however, that the principal stimulus for these activities emanate from the local councils.

National Intermediaries:

As has already been noted, the program was sponsored by three national intermediaries. DOL adopted the intermediary arrangement for a number of reasons: to improve the manageability of the program; to take advantage of the groups' already established networks; to more easily collect program assessments on individual project performance; to reduce whatever reluctance local communities might have to work directly with the federal government; to heighten the sense that the program is a locally devised, locally managed effort; and to encourage the prestigeous national organizations to involve themselves in finding solutions to youth employment problems.

The three intermediaries were to collaborate on the program. The charge was implicit, for none of the national contracts specifically required collaboration. However, it was assumed that the intermediaries would respond to one another just as the federal agency representatives had responded. President Ford in his Ohio State University address (August 1974) called for a closer correspondence between the worlds of education and employment, and to show the way, mandated the establishment of an

Inter-agency Task Force on Education and Work. Soon afterwards, representatives from the federal departments of Health, Education and Welfare, Commerce and Labor were appointed to the task force. The group has continued to meet periodically since that time and has been importantly responsible for the creation of the council project and its nurturing. The representatives' behavior has been consistently collaborative.

The national intermediary project directors did not adopt the task force model. They did not work well together. Except on a few occasions in the first year, the directors did not meet to share experiences and technical assistance, problems, and ideas. In spite of the DOL's encouragement (and some more direct pressure expressed in the second year contracts), the three groups generally went about their programs independently. The central causes for the behavior may be explained by personality differences and distinctive management styles. The organizations themselves were willing to collaborate (and had done so in the past and are doing so presently on other programs), but the directors appeared to be unwilling.

The problem produced an embarrassing irony: the intermediaries were sponsoring a program based on the collaborative ideal, but they could not themselves produce a model in their own behavior as a demonstration to the local communities. In fact, the behavior of the intermediaries exhibited some of the serious problems which local sites might encounter. It was not the model the DOL hoped for.

While it is difficult to assess the precise impact of the intermediaries' behavior on local councils, it is fair to say that it did not benefit them.

Recommendations:

The DOL's reasons for adopting the management arrangement make excellent sense. But they did not take into account personality and management differences. Three possible solutions useful for future programs which might reduce the problems generated by the approach are:

1. A single prime contract. Management problems might be reduced, but it avoids the issue and diminishes the important benefit derived from the direct involvement of other national organizations. The approach is the one the DOL has taken for the third year program.

2. A single prime contract with subcontracts to other national organizations. The design would maintain the direct involvement of other national groups (albeit at a lesser authority level than a series of prime contracts would allow) and would contractually stipulate the responsibilities and functions of each.

3. A series of prime contracts (as was done in the first two years) negotiated jointly. Individual and joint responsibilities and functions would be specifically stated. Such an approach would ensure that each of the contractors was familiar with the plans and requirements of the others. Contract agreements would require periodic meetings of national staffs, direct information

sharing, and a common use of the technical assistance capacity of each party. In short, the framework for collaboration would be set and its implementation obligatory. Once it was obvious that the contractors' performance was appropriate, some flexibility could be built in.

Given the DOL's reasonable expectations for intermidiary performance, the third option appears to be the most useful one.

Budget:

The budget for the 15 month second project period (including a three-month extension) was approximately $68,000 per site. On average the monies were expended according to the chart below:

	%
Personnel:	60.2
Travel:	2.3
Office Operations:	7.5
Council Expenses:	16.5
Consultants:	7.4
Overhead: (One college contributed overhead costs.)	6.1
Total:	100.

Each of the sites found the level of support sufficient.

The program's third-year offers only core support (executive director salary and, when the salary does not consume the full allowable amount, other costs) at a level below half of the second year budget. Third-year individual council budgets average $26,000. The sites are expected to make up the difference through local, state, and other national funding sources. The budget reduction signals the completion of the DOL's sponsorship of the program.

Council Relationships With State/Local CETA:

The councils were responsible for developing working relationships with local agencies with interests in youth transition services and for soliciting representative membership from them. For a number reasons, CETA offices were the most important of the agencies. Their importance can be explained by the facts that:

1. The project is funded by national CETA monies;
2. Project emphases coincide with CETA's; and
3. CETA offices are the councils' most logical sources of activities support, special programs sponsorship, and core staff funding once the federal role is completed.

The councils, therefore, made special efforts from the program's inception to involve local CETA officials and to demonstrate their capacities to help CETA achieve its program objectives.

Only one council was unable to effectively involve CETA in its efforts. The council operated in an isolated part of a rural state, distant from the capital were CETA operations are conducted. It lacked strong political influence, apparently a necessity in the state for achieving CETA notice. And, according to the council director, the area's population of economically disadvantaged youth was insufficient (or already adequately served) to warrant CETA funding.

The other five councils had CETA representation in their memberships. CETA officials on two of the councils were particularly active and involved members from the early program stages. CETA representatives on two other councils played more passive roles with one of them, although attending meetings regularly, contributing little to discussions. The CETA person on the fifth council evolved from passive involvement to an active one.

Four of the councils have received local CETA funding. Two of the councils were awarded monies for new positions and the other two received program awards. Three of the councils have pending CETA program or core support proposals.

Half of the councils, either through staff or individual members, work directly on official CETA committees. Council staff and members serve as CETA proposal readers and as participants on prime sponsor or regional CETA advisory bodies. Three councils have or expect to have influence in the creation of prime sponsors' Private Initiatives Councils (PIC--CETA, Title VII) program

At the present time only one council seems to be close to receiving core support from CETA.

Recommendation:

Local CETA's uneven record with the program needs further and continued attention. Since it is unlikely that the CETA system and its funding pattern and interests will change considerably in the near future, it remains the source with the greatest funding potential for local councils. Council directors, with the aid of council members and with the help of state and national political figures, should continue to inform CETA administrators and staff of the councils' work, their capacities, and their potential influence within communities. The federal DOL has already encouraged prime sponsors to consider the possibilities of councils (see specifically Work-Education Councils and The Possibilities for Collaborative Efforts Under YEDPA, DOL, OYP, 1978). However, more in the form of brief reports and descriptions, references in public talks, and inclusions in policy papers might be done to help local communities.

The principal onus should rest with the communities themselves. Presented to prime sponsors appropriately, consistently, in the spirt of community improvement, with the clear message that interests are common, and without a heavy hand, the council program should be able to develop an even more impressive record with CETA offices.

The Third Year:

The third-year program is composed of 3 parts: core support for existing councils ($500,000), state-wide networking ($250,000 for 5 pilots including the requirement that at least one new rural council be established in each pilot), and NMI information brokering, provision of technical assistance, an[illegible] subcontracts management ($250,000).

The core support budget was not adequate to fund all existing councils. A competitive application procedure identified 18 councils for third-year support. Twenty-seven of the total 33 councils competed. Four of the AACJC's 6 councils applied. All 4 were successful. The 4 councils report confidence that with the additional time to legitimize their work within their communities and to develop alternative funding strategies, they will continue their work when the federal role is completed.

The 2 councils which did not compete decided that the program was not the most effective mechanism for addressing youth transition issues in their communities. One council viewed the community college as the proper vehicle for the purposes. The other established a separate, incorporated organization with an agenda like the council's but with a more limited membership and with a more direct program orientation. In both cases, council initiated programs will be continued.

Personal Assessment:

The program worked exceptional well. Its achievements exceeded expectations.

Most of the councils reported that they would not have been initiated without federal support. They reported that no other like organization existed in the communities. The council-stimulated opportunities for frank discussions among leaders from the various community segments anteceded services improvement and new programs of value to youth. Council forums permitted leadership to relate to one another on a personal level, a condition which not only lead to some of the important council programs but also increased the possibility of further improvements in the future. Through the discussions, members' trust levels increased and they learned that collaboration is possible and can lead to greater results than can individual actions. The youth transition issue, frequently buried in the mire of adult concerns, was elevated, clarified, and addressed where it had not been before. Significant impact on the colleges and other community organizations resulted. And the DOL collected information about community behavior and youth programming that can contribute to its future policy deliberations.

In all, the money was well spent, for those councils which will likely have long futures and for those which will not continue into the third-year. For the latter communities, the programs they initiated have been adopted, for the most part, by other organizations and the experiences they shared is of value to existing councils and those which may be created.

An abundance of program resource materials is available at the National Manpower Institute (1211 Connecticut Avenue, N.W., Suite 301, Washington, D.C. 20036).

The complete second year AACJC report will be available through the Junior College Educational Research Information Center (ERIC, at UCLA, Los Angeles, CA 90024). Copies of the Summary are available through the publications office at AACJC.

A list of the 33 consortium councils is attached. The starred councils are receiving DOL-NMI core support for the third year.

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THE WORK-EDUCATION CONSORTIUM COMMUNITIES

NAB Business-Education Liaison Program	Augusta, Georgia
*Consejo de Educacion y Trabajo de la Communidad	Bayamon, Puerto Rico
*Bethel Area Community Education-Work Council	Bethel, Maine
NAB Business-Education Liaison Program	Bridgeport, Connecticut
Niagara Frontier Industry-Education Council, Inc.	Buffalo, New York
Industry-Education Council of California	California, State of
*Charleston Trident Work-Education Council	Charleston, South Carolina
Work-Education Council of the South Suburbs	Chicago Heights, Illinois
*Education-Work Council of North Central Connecticut	Enfield, Connecticut
*Education-Work Council of Erie City and County	Erie, Pennsylvania
*Tanana Valley Citizens Council on Education and Work	Fairbanks, Alaska
*Mid-Michigan Community Action Council	Gratiot County, Michigan
NAB Business-Education Liaison Program	Houston, Texas
Labor-Management Committee of the Jamestown Area	Jamestown, New York
*Lexington Education-Work Council	Lexington, Kentucky
Nebraska Community Education-Work Council	Lincoln, Nebraska
*Work-Education Council of Southeast Michigan	Livonia, Michigan

Martin County Education-Employment Council	Martin County, North Carolina
Mesa Community Council	Mesa, Arizona
Minneapolis Work-Education Council	Minneapolis, Minnesota
New Jersey Education-Work and Leisure Initiative	New Jersey, State of
*Economic Development Council of NYC, Inc.	New York, New York
Community Careers Council	Oakland, California
*Tri-County Industry-Education-Labor Council	Peoria-Pekin Area, Illinois
*Work-Education Consortium Project	Philadelphia, Pennsylvania
*Portland Work-Education Council	Portland, Oregon
*Northwest Vermont Community Education-Work Council	St. Albans, Vermont
Community Career Development Council	Santa Barbara, California
*Private Sector Initiatives	Seattle, Washington
*Work-Education Council Center for Community Organization and Area Development	Sioux Falls, South Dakota
Community Education-Work Council	Tullahoma, Tennessee
*Education-Work Council of the Upper Ohio Valley	Wheeling, West Virginia
*Worcester Career Education Consortium	Worcester, Massachusetts

BAYAMON COMMUNITY EDUCATION-WORK COUNCIL

INTER AMERICAN UNIVERSITY OF PUERTO RICO
METROPOLITAN CAMPUS - BAYAMON COLLEGE

NELINDA FELIX DE IRIZARRY
EXECUTIVE DIRECTOR

GUILLERMO CRUZ, COUNCIL CHAIRPERSON
VICE PRESIDENT AND GENERAL MANAGER
PHARMASEAL, INC.
TOA ALTA, PUERTO RICO

I. Demography:

The Community Work-Education Council sponsored by the Bayamon College of Inter American University of Puerto Rico operates in one of the most problematic and hetergeneous regions of Puerto Rico. The Bayamon region includes the city of Bayamon with well over 200,000 inhabitants and the fastest growing city in Puerto Rico, as well as nine other municipalities ranging in population from Guaynabo's 77,200 to Aguas Buenas' 20,200. (See Demographics Chart). Bayamon, Dorado, Guaynabo and Toa Baja are predominantly urban and industrial whereas Aguas Buenas, Comerio, Dorado, Naranjito and Toa Alta are predominantly rural and agricultural. It is in these towns where the region's highest poverty levels exist, particularly Comerio, where 83% of the families are below the poverty level, with Naranjito, Aguas Buenas and Toa Alta close by with over 70% of their families in the same category. Official estimates put unemployment at over 18.8 of the labor force for the region, but there are indications that in some of the rural towns like Camerio and Naranjito it may well be over 30%.

It is a region full of contrasts and contradictions. Camerio has a per capita income of $465.00 whereas Guaynabo's is $1,803.00. Traditional rural cultural patterns exist close together with modern urban ways. The ever-present television set and automobile bring these two worlds together, making the young and poor aware of what they do not have.

Industry, construction and consumer-oriented businesses have grown tremendously -- but unemployment has doubled within the last five years. Most of the jobs created require skills not possessed by rural youth, many of whom are lured by the higher social status of academic programs with little job perspectives. Many new post-secondary institutions have been established offering Basic Educational Opportunity Grants but very little in terms of occupational and career education. It is evident that in this region the need to coordinate education and the world of work is acute and critical.

A demographic chart follows this page.

II. The Council:

On May 31, 1977, thirty educational, business, and civic leaders from the Bayamon area met at the invitation of Inter American University's Bayamon College with the purpose of discussing the possible organization of a Community Work-Education Council. The response and active participation of those present proved that there was community interest in cooperating in a well organized attempt at dealing with the difficulties faced by young people in their transition from school into the world of work. The need to integrate the efforts of school authorities, government agencies specializing in human resources, and the business community was recognized by all participants. They agreed to meet a second time.

EMO[illegible]HIC

Inter American University, Bayamón College, serving ten municipalities in Puerto Rico

		MUNICIPALITY									
		Aguas Buenas	Bayamón	Cataño	Comerío	Dorado	Guaynabo	Naranjito	Toa Alta	Toa Baja	Vega Baja
1. Population (in thousands)[2]		20.2	205.8	27.9	18.7	19.8	77.2	20.8	23.6	63.6	41.5
2. Per cent (%) unemployed[3]	M	8.0	4.3	3.0	7.9	6.5	3.1	5.2	4.3	4.1	7.0
	F	11.7	5.2	8.9	12.8	7.2	4.8	8.7	8.9	5.8	10.0
3. Median Family Income		1,684	4,846	2,736	1,934	2,973	5,299	2,434	2,723	3,897	2,700
4. Per Capita Income		684	1,289	740	495	781	1,803	556	678	1,098	755
5. % of Families below low income		72.4	39.8	69.5	83.0	65.9	40.8	75.7	73.0	51.4	67.7
6. Labor Supply (in thousands)[3]						974,000					
7. Labor distribution (% in major areas)[3]											
White collar workers						(44.2)					
Professional and related						13.4					
Proprietors, managers and office						11.5					
Clerical and related						12.7					
Sales and related						6.5					
Blue collar workers						(38.5)					
Craftsmen, foreman and related						14.0					
Operatives and related						19.2					
Laborers, except farm						5.2					
Service workers						(13.3)					
Private household						0.9					
Protective services						3.0					
Other services						9.3					
Farm workers						(4.8)					
Farmers and farm managers						2.0					
Farm laborers and foremen						2.8					
8. Per cent of land in farms		n/a[4]	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
9. Population density/square mile		629	3,550	5,300	671	757	2,481	711	704	1,933	751
10. Per cent urban		23.3	95.2	100	41.2	26.8	85.5	17.8	19.1	69.3	50.4
11. Per cent labor force working outside municipality		n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
12. Median age		18.8	22.5	19.5	17.8	20.6	22.0	18.8	19.5	20.8	20.9

DEMOGRAPHICS (continued)

		MUNICIPALITY									
		Aguas Buenas	Bayamón	Cataño	Comerío	Dorado	Guaynabo	Naranjito	Toa Alta	Toa Baja	Vega Baja
13. Median School years completed	M	4.7	10.4	6.7	4.8	6.5	11.1	6.3	5.5	9.0	6.3
(25 years and older)	F	4.3	8.8	5.8	2.8	5.9	9.6	4.5	4.6	8.5	5.5
14. Per cent minority		n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
15. Educational Facilities											
Elementary/Secondary[5]											
Private											
Public		24	65	15	23	15	32	18	18	24	25
Post Secondary[6]											
Private			9								
Public			3								

NOTES:

[1] All statistics based on 1970 Census unless otherwise specified.

[2] Population projection by Puerto Rico Planning Board for 1975.

[3] There are no recent labor force and labor distribution statistics for municipalities. Experts agree that 1970 census data is not reliable. Puerto Rico Department of Labor estimates overall unemployment at 18.8% of the labor force of 16 years of age and over for August, 1978. Total labor distribution for same date is given using categories of Puerto Rico Department of Labor.

[4] n/a - not available.

[5] Source: Puerto Rico Department of Instruction Information Center, Year 1977-78.

[6] Source: State Commission for Post-Secondary Education, Year 1974-75.

An organizational meeting was held on June 14, 1977 with twenty persons present. A steering committee composed of representatives of the different community sectors was chosen and given the responsibility of completing the organizational phase and proposing a preliminary plan of action responsive to the needs identified in the first two meetings. On June 28, a third meeting took place. Twenty-five persons attended and the original steering committee was expanded to include a representative of the Bayamon Mayor's office and a civic organization leader. Task groups were organized to deal with three major areas of concern: (1) improving the training and efficiency of occupational counseling in the schools; (2) exploring the requirements for employment in the area's manufacturing sector and establishing lines of communication with school authorities concerning employers' expectations; and (3) exploring the requirements for employment in the area's banking and retail sector and establishing lines of communication between the sectors and school authorities. Throughout the first three meetings it was clear that the business community felt that the area schools were not providing their students with many of the personal and technical skills which were needed for productive employment. What at first appeared to be a traditional "blame the schools approach" on the part of business gradually became a cooperative effort to understand each other's needs and difficulties.

The formal organization of the council was completed by mid-July. The organizational structure comprised three levels: general membership, board of directors, and council officials. General membership was attained by all those who accepted the invitation to belong and participate in general meetings and/or cooperate with council activities. The seventeen-member board of directors evolved as the decision-making body of the council, meeting regularly at least once every month. The officials (president, first and second vice-presidents, secretary) were the council representatives in all official matters, directed board and general meetings, and worked closely with the staff in the realization of the council's plan of action. Ad hoc task-forces were established to deal with particular problems. The task groups worked under and reported to the board.

The council office was established at facilities provided by the Bayamon College. It was staffed by an executive director, a coordinator, and a secretary. The staff provided supportive services and acted as the council's executive arm. Administratively, the staff was part of the university bureaucracy and provided liaison between the college and the semi-autonomous council. There were significant changes in the staff during project duration. The first director resigned before the council was organized in March, 1977. The second director was appointed in April 1977 and remained until August 1978 when he resigned. Fortunately, continuity was assured when the original coordinator was named director.

Turnover within the council has been limited. The president resigned due to illness, one board member resigned because of business reasons, and another was dropped for lack of interest. Council membership grew from an initial twenty-five to the present forty-one. As may be seen in the table on the following page, membership is predominantly distributed among three main groups: education (29.3%), business (34.1%) and government (34.1%). The board of directors is comprised of four educators, seven businessmen, four government functionaries, one labor leader and one civic leader. In general, the weakest spots in council representation are in the labor and media sectors.

III. Major Council Activities:

A. Seminar Series on Occupational Counseling in Schools:

Counselors and teachers play a significant role in helping secondary school students make their decisions concerning vocation, education and the world of work. The purpose of this seminar series was to provide area counselors and teachers with the opportunity to acquire relevant information about the real world of work from specialists in human resources development and business representatives. In addition, the seminars provided a rare chance for classroom educators, and government and business representatives to interact and exchange views, gripes and expectations concerning their respective roles in society, particularly with regard to youth transition from school to work.

Four seminars were held and a total of 318 teachers and counselors participated.

COUNCIL MEMBERSHIP	Full Council		Governing Board	
	#s	%	#s	%
Education (TOTAL)	12	29.3	4	23.52
Elementary/Secondary (TOTAL)	(8)	(19.5)	(3)	17.64
. Public	3	7.3	1	5.88
. Private	1	2.4		
. Technical	5	12.2	2	11.76
Higher Education (TOTAL)	(4)	(9.7)	(1)	5.88
. Public	1	2.4	1	5.88
. Private	2	4.9		
. Technical	1	2.4		
Business (TOTAL)	14	14.1	7	41.17
Manufacturing	8	19.5	5	29.41
Commercial (banking, insurance, etc.)	-	-		
Professional (doctor, lawyer, etc.)	-	-		
Service (stores, service stations, etc.)	5	12.2	1	5.88
Other (identify)	1	2.4	1	5.88
Government (TOTAL)	12	26.8	4	23.52
Human Resources - Municipality of Bayamon	1	2.4		
Local CETA - Municipality of Bayamon	1	2.4		
Bayamon Municipal Government	2	4.9	1	5.88
Department of Labor	3	7.3		
DACO: Consumer Affairs Department	1	2.4		
State Right to Work Administration	2	4.9	1	5.88
Economic Development Administration	1	2.4	1	5.88
Organized Labor Unions	1	2.4	1	5.88
Youth (identify groups they represent) Student Council - Inter American University Bayamon	2	4.9		
Associations (identify) P.R. Teachers Association	1	2.4	1	5.88
Median (identify)				
TOTALS	41	99.9	17	99.97
	61			

The first seminar took place on October 13, 1977 at Bayamon College; forty counselors attended. During the morning session, engineer Guillermo Cruz, Vice-president and General Manager of Pharmaseal Corporation discussed the topic: "How to Harmonize School Offerings with Community Needs." In the afternoon a panel discussion of the topic: "Occupational Counseling and the World of Work Today" was presented. Mrs. Antera Ortiz, State Employment Service supervisor, Mr. Agapito Villegas, from the Puerto Rico Department of Labor Statistics and Studies Division, and Mrs. Laura Montes, Regional Director of the Right to Work Administration (CETA), were the panelists. There was ample discussion of both topics and the activity was judged very positively by all participants.

A second seminar was arranged to discuss the status of "Labor Laws and Youth Employment in Puerto Rico." It took place on March 9, 1978 at the Bayamon Lions Club. Eighty counselors and student leaders participated. Mr Pedro Morales Hernandez from the Division of Wages of the Federal Department of Labor lectured on "Federal Laws and Youth Employment" in the morning session while Mrs. Sixta Alamo from the Division of Norms of the Puerto Rico Department of Labor lectured on "Puerto Rican Legislation on Youth Employment" in the afternoon.

The third seminar took place on April 7, 1978 at the Colonia Hispanoamericana civic club in Bayamon. Fifty high school teachers heard two speakers explain the different training programs sponsored by the Right to Work Administration. Mrs. Laura Montes, Regional Director, and Mrs. Antera Ortiz, from the Department of Labor Employment Service, were the speakers.

The fourth seminar on "Career Education: Education for the World of Work" was held on August 24, 1978 at the Caribe Hilton Hotel and was co-sponsored by the council and the Institute for Cooperative Education of Inter American University. One hundred and thirteen persons attended this activity, coming primarily from the area schools but with significant representation from business and industry. During the morning session a panel of specialists presented major concepts and background information concerning career education; in the afternoon session participants were divided into small groups for discussion and applications. Five specialists participated: Mrs. Gladys Abad de Sanchez, Deputy Director of Student Services in the Puerto Rico Department of Instruction; Dr. Adelaida Batista de Rodriguez, Professor at the Graduate School of Education, University of Puerto Rico; Mrs. Carmen Cancel de Aponte, Graduate Program in Counseling, Inter American University of Puerto Rico; Mrs. Zoraida Toro, Director, Career Education Program, Puerto Rico Department of Instruction; and Mr. Efrain Ortiz, Personnel Manager of Farmacias Moscoso.

The staff and council members expect to carry the seminars to other schools in the region beyong the Bayamon metropolitan area.

B. Seminar Series on the Role of Industry and Business in the Transition from School to Work:

In general, it may be said that Puerto Rican manufacturers and business have yet to develop full awareness of the need to participate in efforts to facilitate the transition of young people from school to work. This seminar series was aimed primarily at developing this awareness and making business and industry representatives conscious of the different programs and incentives which are available to those willing to participate. Three full-day seminars were held and a total of 141 persons participated.

The first seminar took place on November 16, 1977 at the Dorado del Mar Hotel in Dorado, Puerto Rico. It was co-sponsored with Inter American University Institute for Cooperative Education. In the morning session, fifty persons heard management consultant Bartolome Gamundi lecture on the relationship of productivity, motivation and work experience programs. In the afternoon a panel of two educators and two businessmen discussed the development of human resources through work-experience programs. The panel was composed of Dr. Vidal Velez, Associate Dean of Academic Affairs, Inter American University Regional Colleges; Dr. Manuel Maldonado Rivera, professor and educational consultant; engineer Guillermo Cruz, Vice-president and General Manager of Pharmaseal Corporation, and lawyer Luis Vivaldi, General Manager of Franklyn Stores.

On April 21, 1978 a second seminar in this series was held at Condado Beach Hotel in San Juan in a joint venture with Inter American's Institute for Cooperative Education. The seminar was a workshop for managers on "Human Factors in Productivity." It was directed by Mr. Enrique J. Tapia from the Dale Carnegie organization. Fifty persons participated in the morning and afternoon sessions.

The third seminar took place on November 15, 1978 at the Cerromar Hotel in Dorado where forty-one persons discussed the different programs and incentives offered to industry for participating in the development of human resources. During the morning session Mr. Bernardo Rosario, Director of Services to Industries at the Puerto Rico Economic Development Administration and Mr. Feliz Figueroa, Director of the Division of Human Resources Development lectured on: "Incentives to Industries for Development of Human Resources." In the afternoon, Mrs. Laura Montes, Regional Director of the Right to Work Administration and council member, explained the incentives programs sponsored by her agency with CETA and local funds.

C. Seminar Series for Secondary School Students

From its very beginning the council was aware that one of the basic needs in terms of the issue of transition from school into the world of work was to reach the young people in secondary academic and vocational schools and familiarize them with the real situation so often misunderstood by them and their teachers. Thus, a series of seminars to be offered at secondary schools in the Bayamon region was planned to provide relevant career information to interested students. Seven seminars were held, each one consisting of two lecture/discussions. Lecture topics included: "Job-seeking Strategies," "Labor Market Trends," "Occupational Perspectives for Youth," and "Educating Towards the World of Work." Specialists from human resource agencies and council and staff members were in charge of the talks and discussions.

The following table summarizes basic data about this seminar series.

SEMINAR SERIES FOR SECONDARY SCHOOL STUDENTS

Date	Students	Participating Students
March 31	Maria Vazquez de Umpierre J.H.S.	120
April 4	Sans Souci Work and Study Center	120
April 21	Jose Padin Junior High School	170
April 24-25	Agustin Stahl Senior High School	86
Sept. 29	Santa Rosa Parochial School (S.H.S.)	130
Oct. 19	Santa Rosa Parochial School (S.H.S.)	130
Nov. 8	Adolfina Perez High School	130
	Total Students	886

The seminar series was to culminate in what was to be one of the year's major activities: a Career Exploration Fair for secondary school students. Much planning and effort was put into the activity which unfortunately had to be cancelled. Although local educational authorities were interested and willing to cooperate, it was not possible for the council to secure authorization from the Secretary of Instruction so that students and teachers could visit the Fair during school hours. It is felt that this activity should be considered in the future and that strategies should be developed to help state educational authorities understand the fair's educational value.

D. Dissemination of Informative Materials About the World of Work:

Through the seminar series for students and counselors, the council became aware of the lack of materials containing information about career choices and job opportunities for secondary school students. It was decided to respond to the need by developing brief modules on topics such as "Self-evaluation of Interests and Aptitudes," "Exploring the World of Occupations," "Labor Market Trends," "Strategies for Employment-seeking," "Guide to Community Resources," and others. The idea was to bring the modules together in a "learning package" using the principles of individualized instruction. The feature would avoid placing an additional workload on school counselors. Each student could use it with minimum counselor intervention.

A draft of this learning package has been produced and is in the process of being revised by the project consultant. A related module "Exploring the World of Work through Occupational Clusters" has been completed and sent to the printer. One thousand copies of this booklet, prepared by a university specialist in career education, will be distributed to secondary schools in the region. (See section VII for a more complete description.)

E. Career Information Center:

The Bayamon region has no specialized center for career and occupational information. Individual counselors and school libraries have few of the basic sources which are needed in order to deal adequately with student problems and questions concerning their employment future. In view of this, the council decided to take the initiative and convince Inter American University of the need to organize such a center to house in one accessible place the most useful materials on career education and the world of work, labor market statistics, college catalogues, vocational and technical school information, and other resources. The center would serve as a research library for counselors and teachers and as an information source for students, parents and the community in general. Approval has been given by the college and a room within the library will be set up to house the center. Books and other resources are being collected. Upon inauguration, the right to Work Administration will provide a library assistant through CETA funds.

F. Activities During Contract Extension:

The council received additional funds for an extended period through March 18, 1979. During this period five orientation activities were held in which three hundred-seventy persons participated. However, the most important endeavor was related to the matter of the council's survival beyond federal funding.

An agreement was reached with Inter American University which stipulates the relationship between the council and its host institution. The university will continue its support of the council, providing office space, equipment, furniture, utilities and materials. The council will seek funds from other sources for the director's and secretary's salaries.

During this period the council was pleased to receive Mrs. Prager and Mr. Noguera, evaluators from ABT Associates, who are conducting the overall evaluation of the councils. They were present at one of our meetings and were able to interview council members and college officials.

COUNCIL ACTIVITIES

OCTOBER 1977 - MARCH 1979

1977 October 18:	Seminar for forty-five school counselors on "Coordinating Education and the World of Work to Face Today's Problems."
November 8:	General council meeting held at the Tool and Die Casting Technical School in Bayamon.
November 16:	Workshop for fifty participants from schools, industry and commerce on "The Employer's Role in Developing and Implementing Work-Experience Programs."
December 14:	General council meeting and presentation of awards and certificates. Fifty-six persons including council members and special guests attended.
1978 January 18:	AACJC project director visted Bayamon College to discuss and revise second year contract and budget.
February 7:	General council meeting to discuss plan of action.

March 9:	Seminar for eighty persons on "Labor Laws and Youth Employment" held at the Bayamon Lions Club.
March 31:	The first of a series of seminars for secondary school students on career information took place at Maria Vazquez de Umpierre Junior High School in Bayamon. Topic: "Occupational Supply and Demand in Puerto Rico." Participants: 180 students.
April 4:	Second student seminar at Sans Souci Work and Study Center in Bayamon. Topic: "Job-seeking Strategies." Participants: 120 students.
April 7:	Seminar for secondary school teachers on "Training Programs sponsored by the Right to Work Administration." Participants: 50 teachers.
April 21:	Third student seminar at Jose Padin Junior High School. Topic: "Job-seeking Strategies." Participants: 170 students.
April 24:	Workshop on "Human Factors in Productivity" co-sponsored with Cooperative Education Institute of the Bayamon College (I.A.U.). Participants: 50 persons.
April 25:	Fourth student seminar at Agustin Stahl High School. Topics: "Job-seeking Strategies" and "Job Opportunities in Puerto Rico." Participants: 86 students.
April 25-28:	Project director attended consortium meeting in Washington, D.C.
May 9:	General council meeting to review plan of action and discuss future activities.
May 19:	Members of the board of directors and the project director meet with Mr. Robert Ekert and Mr. Hector Correa, NIE, to begin council evaluation.
	Council-sponsored visit of students from Sans Souci Work-Study Center to Pharmaseal Corp. and Centronics of P.R. for an on-site orientation to the world of work.

May 23: Task-force on Career Explo Week meets to begin organizing the activity planned for October.

June 5: Project director and project consultant meet with representative from CETA to discuss possibilities of presenting a proposal for continuation of council.

July 12: General council meeting. Plans for a third year proposal under CETA were discussed and a slide-presentation of plans for Career Explo-78 was presented.

August 8: General council meeting. Plans for a Career Education Seminar and a television appearance were given final approval.

August 24: Seminar on career education held at Caribe Hilton Hotel. Participants: 113 persons from public and private schools, colleges, industry, commerce and government.

August 25: TV appearance by three members on the Helena Montalban Show to explain council's aims and activities.

August 31: General council meeting. Engineer Guillermo Cruz, Vice President and General Manager of Pharmaseal Corp. was elected president to succeed Mr. Jose Rodriguez, who resigned for reasons of health. The resignation of the executive director is announced. Project coordinator assumes the director position.

September 12: General council meeting. After much planning and work the Career Explo-78 had to be cancelled due to a policy decision made by the Secretary of Instruction denying students permission to attend during school hours.

September 15: General council meeting. Plans for a TV series on the problems arising from Puerto Rico's transition from a rural-agricultural society to an urban-industrial one were discussed.

September 29: Fifth student seminar held on Santa Rosa Parochial School. Topic: "Educating towards the World of Work." Participants: 130 students.

October 4: General council meeting held at Tomas C. Ongay Vocation School.

October 19: General council meeting.

Sixth student seminar held at Santa Rosa Parochial School. Topic: "Job Perspectives for Youth." Participants: 130 students.

November 8: Seventh student seminar held at Adolfina Perez High School in Toa Baja. Topic: "Job Perspectives for Youth." Participants: 130 students.

November 14: General council meeting to listen to reports from four project directors from the mainland and AACJC project director.

November 15: Seminar for manufacturers held at Cerromar Hotel in Dorado. Topic: "Incentives to Manufacturers for Human Resources Development." Participants: 30 industry representatives.

December 13: Workshop on labor laws for management staff of Pharmaseal Corp. Participants: 33 persons.

1979

February 16: Workshop on the occupational decision-making process. Participants: 80 students and counselors from the secondary schools of Catano.

February 28: Workshop on the occupational decision-making process. Participants: 100 students and counselors from the secondary schools of Bayamon.

March 1: Lecture on labor laws and employment of minors for secondary school students in Barrio Dajaos, a rural section of Bayamon. Participants: 90 students.

March 8: Lecture on labor laws and employment of minors at Colegio Santa Rosa, a private secondary school in Bayamon. Participants: 70 students.

IV. Major Problems:

The council has had to develop within the frame of reference provided by Puerto Rican culture and socio-political realities. There is no strong tradition in Puerto Rico for community involvement of the kind the council required. Hispanic individualism works against concerted efforts to influence policy development which is too often considered to be a matter for the government or for politicians. Volunteer work when it develops is centered around the solution of very specific needs of individuals or institutions such as hospitals, churches, etc. Although the council was able to function effectively and carry out a significant number of activities, it was not able to project itself into significant policy issues in the Bayamon community nor in the wider Puerto Rican society. As such, its influence on the future development of the community is still to be felt in all its strength.

An example of the above characterization can be seen in the cancellation of the Career Exploration Fair. The council was not able to influence the state educational authorities on the importance of this activity for the community. One wonders if the opportunity should not have been seized to create a public issue questioning the Department of Instruction's decision as contrary to the best interests of the community. Or if this be too controversial a role for the Council, at least a position paper could have been developed on the need students have to receive adequate and valid information about the world of work which is not readily available in schools. In short, it may be said that the council still has to define itself as more of an "influence" group than an operational task force.

Related to the overall problem of influence is the fact that the banking and media sectors were not represented in the council and that there was only one member from labor unions. It could be argued that this fact by itself explains why the council, in spite of its great success in opening up communication between the worlds of education and work, could not set itself up as an influential policy development group. Perhaps also this could explain why a plan for financial self-sufficiency based on community support did not develop.

Lack of financial and administrative autonomy and uncertainty as to continuing federal support have been causes of several difficulties. Although relationships with the host institution have been, in general terms, very good, it is also true that the role of the council within the college structure has not been clear. Interest in the council and more specifically concern about its future varies from college administrator to college administrator because there has been no well defined college policy toward the council and its concept. This situation has been complicated by the fact that the Bayamon College was recently placed under the jurisdiction of Inter American's Metropolitan Campus whereas when the council began the college was under the jurisdiction of the Regional Colleges Administration. This has required the staff to adapt procedures, such as payment orders, to new norms and a new bureaucracy. Fortunately, the Metropolitan Campus Chancellor has understood the council's role and is in the process of defining an official position.

The anxiety generated by uncertainty about the future existence of the council beyond the second year was a major factor in the resignation of the first executive director and is a legitimate cause of concern to the present staff. The question of survival should have been a major concern of the council during its second year of operation but it has not been dealt with adequately. It was not until the present executive director took over that the matter of fund raising was considered and that concrete steps were taken towards that end, but it could be too late. More about this will be said on section VI.

V. A Chart Summarizing Budget Expenditures Follows This Page:

VI. Plans For The Future:

The foremost and urgent concern is survival. Survival requires finding financial support. Various alternatives are being considered. The question of financial support is closely related to the question of the continuation of the present connection with Inter American University as host institution. As we understand, the ideal concept behind the council program calls for an autonomous influence group independent from both the educational and business establishments but which serves as a meeting ground for both and represents the genuine interests of the broad community in the future of its youth. Being a community-based organization it should be community supported

V. BUDGET SUMMARY

	Percent
I. Salaries and Benefits for the Following Positions (TOTAL)	(58.6%)
Director	25.7
Coordinator	14.8
Secretary	9.4
Fringe Benefits	8.5
II. Staff Travel and Per Diem (TOTAL)	(3.5%)
In-State	2.3
Out-of-State	1.2
III. Office Operations (Telephone, postage, equipment, photocopy, space, materials, etc.)	3.0
IV. Council Expenses (Costs related to council meetings, supported activities, travel and per diem, document production, leasing equipment, etc.)	21.0
V. Consultants for: Advise and counsel, research, reports, etc.	6.7
VI. Overhead at 8% of direct costs	7.2
TOTAL	100%

*Includes A.A.C.J.C. and Inter American University funds.

and dependent upon no particular sector of the community. We believe that with more time to broaden the council's impact and to make it better known in the community, a fund raising campaign would be successful.

Three options are open to the council. First, it could request the host institution to absorb its staff and operational expenses, continuing to provide office space and facilities, while allowing the council the autonomy to set its own course without interference. Second, the council could request that the host institution continue to provide office space and facilities and to absorb the executive director's salary while the council seeks other funding sources for its activities. We are presently considering submitting proposals to the Right to Work Administration and the National Alliance of Business which would allow the council to continue its career education activities. A third option would be to break all formal relations with the host institution and incorporate as a non-profit bonafide citizens group. This would require a major funding effort in the community.

Of the three options, it seems that complete incorporation into the host institution is neither probable nor desirable. Private colleges in Puerto Rico lack the resources to support substantive activities not directly related to the student body. And even if this were probable it is doubtful that the host institution would pay the tab and allow the council to set its own course. Without some degree of autonomy, the council loses its credibility and its efficiency in bringing together the different sectors of the community. Ideally, the third option would be the one to choose, but its practicality depends on a successful fund raising campaign which has not been organized and would have to be somewhat improvised on short notice before federal funds dry out. But this option would have a larger probability of achieving its goal if the council gets an extension of funding allowing it to continue operating in its present arrangement for several months. In this case, a fund raising effort could be properly set in motion.

The second of the three options discussed could well be the more probable in present circumstances. The host institution has expressed interest in continuing its association with the council as well as providing partial support in an amount not yet defined. Funds for council activities could be secured through a campaign more limited in scope than the one required for complete independence from the college. This arrangement would require a definition of the terms of the partnership with clear understanding of the rights of each partner and safeguards for council autonomy. The board of directors could be restructured to represent the reality of the joint venture between the community and the college.

Apart from this possible institutional funding and the requests of grants from other federal programs or private groups such as the Manufacturers Association and Chamber of Commerce, the council should request support from the region business community. One possibility is to establish two levels of membership such as "supporting members" and "affiliated members." Supporting members would make an annual contribution of $200.00 while affiliated members would contribute $25.00. A newsletter with information pertinent to the aims of the council would be published and sent to all members four times a year and a workshop would be organized annually on a problem of particular concern to the members.

If the council survives through any of the three options discussed, it should immediately proceed to a serious and profound self-evaluation aimed at establishing a realistic set of aims with clear and precise priorities. Among other things, the self-evaluation should consider whether the council should continue to dedicate most of its effort and resources to provide assistance to schools, students and counselors or if it should move to more active participation in influencing policy decisions that affect youth transition from school to work, such as, for example, labor laws, school laws, etc.

Another issue to consider is the possibility of expanding the council's jurisdiction. First, thought should be given to expanding from the Bayamon region into the San Juan metropolitan area. The expansion would give the council higher visibility and would put it in close contact with the centralized government agencies which shape island policy such as the Planning Board and others. Second, the council should examine the feasibility of becoming an island-wide group. There is a certain homogeneity in terms of problemo among all regions of the island and since distance is so short it is not difficult to establish communication.

VII. Available Documents:

1. Consejo de Education y Trabajo de la Comunidad. A concept paper explaining what the council is and what it aims to do. The need for a community based group to help youth achieve a happy transition from school into work is defined and the council work and objectives are explained. 7 pages. In Spanish. Useful for bilingual communities. One copy will be forwarded free of charge upon request.

2. Conociendo el Mundo del Trabajo por Medio de los Conglomerados Ocupacionales. A university specialist in career education describes the fifteen basic occupational clusters with examples of specific occupations relevant to Puerto Rico. The booklet suggests activities for teachers, counselors and students who want to find more information and understand the interrelationship of occupations. 20 pages. In Spanish. Useful for bilingual programs. One copy will be forwarded free of charge upon request.

VIII. Institutional Impact:

As has been mentioned above, Inter American University underwent a structural reorganization which affected the status of its Bayamon College. The unit was transferred from the jurisdiction of the Regional Colleges Administration to the Metropolitan Campus. Because of the transfer it is now difficult to judge what impact the program had since the whole administrative team has changed. As far as one can perceive from the public expressions of former and present administrators, the program is highly esteemed as an experiment in university service to its community, but there are no significant changes in college programs and policies which can be attributed to the council's influence. In terms of attitudes one gets the feeling that the college community is aware of the council's existence and interested in its activities. We expect that through the Career Information Center at the college library the council will begin to make itself felt among students and faculty.

We do feel that the program's impact has been very significant in the secondary schools and vocational and technical programs which in one way or another have partaken of council-sponsored activities. The counselors, teachers and students have often expressed verbally and through writing how their attitudes and knowledge about the world of work were changed through our activities.

IX. Personal Assessment:

The Community Work and Education Council of Bayamon has been fortunate in that it has been able to bring together important and talented members of the education and business communities as well as government functionaries in a concerted effort to alleviate some of the major difficulties encountered by young people in their transition from the safe and artificial world of the school to the uncertain and hard world of work. In this effort the school environment has been made less artificial and the world of work less uncertain through the opening of lines of communication and the constant exchange of views and problems between educators, businessmen, and public officials. We would describe the Puerto Rican council as a qualified success in terms of the objectives established for stage one in Willard Wirtz's conceptualization of the model.

Our experience has shown that the basic concept of bringing together different and often opposing members of the community to collaborate on a significant problem is feasible and practical. At the same time one must recognize that the continuity of the groups requires support from government and private agencies until a solid base is established. Communities by themselves--especially in Puerto Rico--lack the skills and attitudes necessary to initate this type of organization. There is too much dependency, often encouraged by paternalistic local government bureaucrats, which leads people to take a wait and see "let George do it" attitude.

One possible weakness in the concept (or in our perception of it) is that not enough stress is placed on youth participation in the council. We seem to be working for them but not with them. Perhaps it should be required to have at least one young person in the 16-18 year old bracket as a full member of a council's governing board. Similarly, parents as parents and not as businessmen or educators or civic leaders should be incorporated fully into the council.

It is evident that without external funding this program would never had started in Puerto Rico. We do believe that two year funding is not enough to establish a council on solid ground. There should have been partial funding for three additional years to match dollar for dollar funds raised by the councils themselves. The matching arrangement would have permitted a transition from federal dependency to self-support and encouraged the councils to produce their own funding mechanisms with sufficient time for experimentation with different approaches.

The organizational pattern used to administer the program seemed to be useful in the initial stages, although it does have too many intermediaries. Since we believe that communities by themselves rarely move to establish this type of group, it follows that leadership and initiative have to be provided by some outside existing organization. Two year colleges are particularly suited for this role due to their tradition of involvement and services to their community, and within their faculty and counseling personnel there are many persons with the required skills, attitudes and leadership. Furthermore, they are in a position within the educational system where they are directly involved with students who come out of high school with little preparation for engaging in productive work. All factors considered, it would be difficult to find a more hospitable host organization to nurture the idea in its initial phase.

THE EDUCATION-WORK COUNCIL

ASNUNTUCK COMMUNITY COLLEGE
ENFIELD, CONNECTICUT

DIRECTOR: RICHARD A. SOCKOL

TRI-CHAIRPERSONS:

John J. Healy,
Senior Vice President
LEGO Systems, Inc.
Enfield, Conn.

Daniel M. McLaughlin
President
Asnuntuck Community College
Enfield, Conn.

David N. Cooper
Labor Education Center
University of Connecticut
Storrs, Conn.

I. Demography:

Size:

The primary service area of the Education-Work Council is comprised of ten towns in North Central Connecticut. For many services, however, this area is enlarged to include additional communities extending from Hartford, Connecticut to Springfield, Massachusetts. The service area is joined by an interstate highway system which is sometimes referred to as the "I-91 Corridor."

Inhabitants of this region regularly travel the corridor for employment and recreation purposes. With major employers locating in or around Hartford and Springfield, significant percentages of the population cross state lines when commuting from their homes to their workplaces. Income levels of residents range generally from low to upper middle, with a very small minority at a high income level.

Population:

The non-white population of the region ranges from 10 to 20 percent in the core cities, and 1 to 4 percent in the outlying suburban and rural communities. Additionally, significant segments of the population maintain strong ethnocentric identification. Age levels vary by community.

Economy:

Major area industries include manufacturers of tools, machinery, electrical and electronic components, metal fabricating and aircraft parts. Critical shortages of skilled people exist in the above industries with over 80 percent experiencing difficulty in recruiting skilled workers.

Of growing importance in the region are retail and wholesale distribution centers. Major expansions of new facilities are planned or under construction in both primary and extended regions.

There is general expansion of the economy with decreasing reliance on the traditional mainstays of defense and government contracts. This dependence has caused severe unemployment in the past. Current unemployment is at 4.2 percent overall with rates for youth and minorities considerably higher.

Educational System:

The public school system (K-12) in area communities can be generally characterized as good but, as with most systems, improvements are needed. Resources vary with the size and wealth of the community. With Connecticut currently revising its system of educational finance, it is expected that the North Central Connecticut region will be favorably impacted.

At the post-secondary level, the Connecticut region is served by four community colleges, a technical college (two-year), two universities and four colleges. Additionally, in Massachusetts, the region is served by a technical community college, a university and six private colleges.

Connecticut also serves the region with three state vocational technical schools and a satellite program. An additional satellite program will begin in September 1979 in conjunction with Asnuntuck Community College in Enfield. Plans call for a full vocational technical school associated with the college forming a Middle College within six to ten years.

For additional information, see the demographics chart on the following page.

II. The Council:

Overview:

Established in April, 1977 through a grant from the U.S. Department of Labor and the American Association of Community and Junior Colleges, the Education-Work Council (EWC) works toward the solution of problems which are inhibiting the effective preparation of needed technicians, paraprofessionals, specialists and related skilled workers. As an independent regional organization which is not in itself educational, commercial or governmental, the EWC is able to serve as a bridge between employers, educators, labor and government.

Impetus For Development:

The EWC did not come into existence overnight. Utilizing the community college as a revitalization force in North Central

DEMOGRAPHICS

Asnuntuck Education-Work Council:			Counties	
			Hampden	Hartford
1. Population (in thousands)			449.4	816.7
2. % Unemployment			9.6	7.5
3. Median Family Income			13,591	14,057
4. Per Capita Income			4,485	4,763
5. % of Families Below Low Income			26.1	27.3
6. Labor Supply (in thousands)			216.0	348.6
7. Labor Distribution (5% in major areas)				
	Industry	Manufacturing	29.8	23.7
		Construction	3.1	3.0
		Educational Services	4.8	4.9
		Services	17.5	19.7
		Wholesale/Retail	21.3	21.4
	White Collar	Professional/Managerial	29.3	29.3
		Sales/Clerical	18.6	25.7
		Government	19.2	14.6
		Craftsmen/Foreman	14.5	15.1
8. % of Land in Farms			10.6	18.7
9. Population Density per square mile			707.8	1105.0
10. % Urban			89.5	85.1
11. % of Labor Force Working Outside County			9.2	8.0
12. Median Age			28.3	29.6
13. Median School Years Completed (25 years and older)			12.1	12.2
14. % Minority			18.0	18.8
15. Educational Facilities	Elementary/Secondary	Private	6	18
		Public	39	62
	Post Secondary	Private	9	10
		Public	3	3

Connecticut, the college president worked with ten superintendents of schools for purposes of addressing human resource development plans. In so doing, they established the Circle Consortium in 1974.

The Circle Consortium began to explore and develop a regional approach to problems relating to youth transition. Its effectiveness as an action organization was enhanced as a result of receiving sufficient funding and staff support from the American Association of Community and Junior Colleges.

Organizational Structure:

The EWC's organizational structure emphasizes shared commitment and shared responsibility. It reflects a highly participative and communicative organization. The council is composed of four work groups which provide the data/information as well as activity base. The advisory committee maintains the council's momentum and directs the staff. The committee is chaired by a tri-partite body representing business, education, and organized labor.

Composition:

The strength of the council rests with its membership. Since its inception, project membership has expanded from a small core group to eighty-nine members. Individuals with interest in youth are welcome to join the council.

Decisions:

As implied earlier, a significant relationship exists between the advisory committee, the work groups and staff.

Effectively, program priorities and directions are defined by the membership through the work groups. To ensure non-duplicative actions, the advisory committee reviews work group proposals. Since the committee includes representatives of each work group, all proposals are given equal weight as matched against the overall mission of the council.

Work group priorities are generally pursued, with minor modifications, relatively quickly after review. Council and work group leadership rely heavily on staff members to do the necessary research and leg work to accomplish objectives.

Strength And Weakness Of Representation:

The council has particularly strong relationships with academic and industrial communities. The recent appointment of a representative from the Connecticut State Labor Council to the tri-chairmanship of the council will strengthen its relationship with labor.

A chart depicting council membership is presented on the following page.

III. Major Activities:

Program Priorities:

Program activities and directions are defined by the membership through the work groups. There are four work groups addressing major priorities.

CHART 2: Council Membership

	Full Council		Governing Board	
	#s	%	#s	%
Education (TOTAL)	44	49%	4	36%
Elementary/Secondary (TOTAL)	38	43%	3	27%
. Public	38	43%	3	27%
. Private				
. Technical				
Higher Education (TOTAL)	6	6%	1	9%
. Public	4	4%	1	9%
. Private	2	2%		
. Technical				
Business (TOTAL)	30	34%	3	27%
Manufacturing	16	18%	1	9%
Commercial (banking, insurance, etc.)	9	10%	2	18%
Professional (doctor, lawyer, etc.)	3	4%		
Service (stores, service stations, etc.)	2	2%		
Other (identify)				
Government (TOTAL)	4	4%	3	9%
Local (identify services)	1	1%	1	9
State (identify services)	3	3%	2	18
Other (identify)				
Organized Labor Unions (identify)	5	6%	1	
Youth (identify groups they represent)	1	1%		
Associations (identify)	5	6%		
Media (identify)				
TOTALS	89	100%	11	100%

1. Work Group 1: Community Forums/Public Awareness

Objective: To increase the public's awareness of issues affecting youth in transition through community forums, print and non-print media and specialized workshops.

Major Accomplishments Include:

- Strategic Planning Seminar Series
- Career Education Series
- 20 Slide Tape Shows
- 16 mm Film on Machinist Trades
- Community Resource Directo
- Student Aspirations Surve

2. Work Group 2: School/Business/Labor Partnerships

Objective:

a. To collaboratively design economically feasible and educationally sound education-work programs at the implementation (or school) level.

b. To work with guidance and teaching personnel as well as those individuals in the business, government and labor sectors who would actually implement programs.

Major Accomplishments Include:

- Proposal Development with 10 Superintendents
- CWE-DO Brochure
- Safety Materials Catalog
- Education Work Exchange Newsletter

3. Work Group 3: Barriers To Youth Employment

Objective:

- Research on legal and attitudinal barriers
- Support of legislative resolution mandating Cooperative Education
- Statewide employ based research and exemplary project (pending funding)

4. Ad Hoc Work Group: Occupational Folklore Festival

Objective:	To coordinate a Folklore Festival which would highlight occupations needing limited training using workers and their "tall-tales" as the focal point.
Major Accomplishments	. Festival will be held in June in Hartford, Connecticut

Five of the activities noted above are presented in detail below:

Strategic Planning Series:

In order to reach its goal of facilitating the coordination of human resource development plans, the council felt it important to increase the public's awareness of ways long range human resource planning can impact economic revitalization. It decided to sponsor two conferences. The first was held in April 1978 and attracted 100 conferences. The conference focused on the concept of long range planning as a tool for business, government and educational officials.

An outcome of this meeting was an expressed desire by the business community to conduct a similar workshop for high level executives in regional business/industry settings.

The major collaborators were representatives of large business associations in the area. Included among these were the Greater Hartford Chamber of Commerce, the Hartford Manufacturer's Association, the Connecticut Business and Industry

Association and the Enfield Chamber of Commerce. Also participating were business leaders representing LEGO Corporation, Dexter Corporation, United Technologies and Loctite Corporation.

The significance of the meeting was that community leaders planned, designed and participated in a workshop on strategic planning. As a result of the second meeting, business leaders recognized the need to become more actively involved with local and regional training facilities so as to ensure a ready supply of qualified skilled workers.

Workshop planners provided office space for preliminary planning as well as useful advice regarding program development. Actual workshop costs were covered by the council; however, most expenses were offset by a modest conference fee.

Future activities include a late March meeting for executives interested in innovative management techniques and a workshop series which will facilitate business education relationships in various pockets of the EWC region.

Audio-Visual Presentations:

The council has produced a series of twenty slide-cassette presentations on jobs within occupations which require high school degrees or limited academic training. Additionally, a 13 minute 16mm film entitled "Jobs Go Wanting" has also been produced.

Both of the presentations resulted from community need. Essentially, there is a shortage of skilled workers in the bi-state area. In fact, the average age of machinists is 58 years. With early retirement, a critical shortage and significant crisis could appear in three to five years.

With the help of representatives of United Technologies, the Greater Hartford Chamber of Commerce, the Capital Region Education Council and other community organizations, presentations were developed, reviewed and modified. A major result is that 10 local school systems have purchased the slide series. The film (pending final modifications) is available on loan from the council.

Funding to support staff was received from the Connecticut Department of Labor, Balance of State Division. Slide show replication was supported by cash contributions from the school systems.

Future activities may include the production of videotapes on job interviewing skills and other skills associated with education-work transition.

Proposal Development With Superintendents:

As has been mentioned, 10 superintendents of schools have been active on the council. They have been interested particularly in establishing a comprehensive Master Plan for Vocational and Career Education for the region. Supportive facts, however, were needed to convince state funding sources of the plan's validity.

With the assistance of the superintendents, local CETA Prime Sponsors, a college president, and local business, a Student Career Aspirations Survey was designed and personally administered to 6,000 8th, 9th and 10th graders in the North Central Connecticut region. The survey results supported the need for a master plan. Results were used in preparing three proposals for the Connecticut Department of Vocational Education.

To this point one business office program has been funded. A more important result, however, is that the Connecticut Department of Vocational Education is taking the region more seriously. The department has recently announced its support of the establishment of a satellite vocational-technical school at Asnuntuck Community College.

Cooperative Education Resolution:

Field-based learning has become an important part of the community college curriculum at many colleges in Connecticut. The problem, however, is that the state has not been willing to financially support such programs.

In order to encourage state support, work group 3 moved to endorse and support the establishment of a statewide program to provide for cooperative education at the community college level. With the help of attorneys, local guidance counselors, business officials and a knowledgeable co-op director, the work group endorsed the concept at a regional community college board of trustees meeting.

The work group continues to support the introduction of legislation that would allocate state funds for such an effort.

Connecticut River Research Corridor:

The council is now sharing a concept with the Connecticut Academy of Science and Engineering that would lead to the development of a Connecticut River Research Corridor. The concept is based on a need for technological innovation within the region to foster economic development, utilize and develop available resources and create jobs. It is patterned on projects in North Carolina (Triangle Research Park), California (Stanford Industrial Park) and Massachusetts (Route 128 in Boston).

Key elements of this project already exist within the region but need to be nurtured and supported to survive. The council is stimulating public interest in the concept.

CHRONOLOGY OF SIGNIFICANT EVENTS:

JANUARY 1978 - Student survey instrument administered to students

FEBRUARY 1978 - CETA grant approved - film project begins
- Newsletter printed and disseminated
- Work groups revitalized

MARCH 1978 - Planning for Strategic Planning Conference
- Planning for June career education conference
- Research legal and attitudinal barriers

APRIL 1978	- Strategic Planning Conference conducted - Research for slide presentations and film commence - Student survey analyzed and interpreted - Newsletter printed and distributed
MAY 1978	- Cooperative education work begins - Final plans for June career education conferences - Final research report for slides and film complete
JUNE 1978	- Career education meeting held
SEPTEMBER	- Newsletter printed and distributed - Plans for Occupational Folklore Festival begins - Plans for October career education meeting finalized - 10 slide shows completed: film shot and editing begins
NOVEMBER 1978	- Survey results distributed to superintendents; proposals drafted
DECEMBER 1978	- Community resource directory; survey mailed out - Folklore plans reviewed - Employer-based research proposal developed - 20 slide shows completed; film completed - Cooperative-work experience brochure completed

JANUARY - 1979 - Community resource directory completed

MARCH
- Proposals submitted to Connecticut Department of Vocational Education
- Connecticut River Research Corridor; concept revitalized
- Occupational Folklore Festival plans nearing finalization
- Newsletter printed and disseminated
- Workshops on Facilitating Business-Education Relationships
- Annual dinner held

The heart of council rests with its autonomous work groups. The chronological chart only indicates major milestones. Work groups that planned the above activities met regularly as is indicated below:

Work Group 1 - 1 per month (12 meetings) : 6-9 people
Work Group 2 - 1 per six weeks (8 meetings) : 6-10 people
Work Group 3 - 1 per three weeks (15 meetings) : 3-9 people
Ad Hoc Work Group - 1 per three weeks (12 meetings) : 8-10 people
Advisory Committee - 1 per month (12 meetings) : 8-10 members

IV. Major Problems:

Four major problems face the council and its operation in North Central Connecticut and Western Massachusetts. They are the area's penchant for relying on long past achievements; members' initial motives for joining the council; continuation funding; and the provisional nature of volunteerism.

Area Attitude:

Once the nation's center of history, industry, and progress, New England for the past several decades has experienced obvious declines in its significance and economy. The declines, rather than awakening the area into new energetic activities, served to have induced somnolence, thus setting the conditions for even further deterioration. Newspapers such as the Boston Globe are stating that unless New England awakens from its long sleep, it will become the next Appalachia. Connecticut shares New England's general problems.

Because unemployment is not severe in the area and the economic base is reasonably sound, it is difficult to talk about possible long range economic problems with employers. For example, area employers do not practice human resource planning. When employers need skilled people, they are confident that they can swipe from each other. This approach causes labor costs to escalate at a dramatic rate. Until just a year or so ago, employers and government officials talked about the large pool of skilled manpower available for the tapping by any employer.

Through the recent efforts of the council, some employers have begun to realize that their skilled manpower were trained during and shortly after World War II and are rapidly approaching retirement. They have come to understand also that younger workers have not been trained to fill the positions the older workers will leave.

The council, therefore, has had to focus a good part of its attention on convincing employers that, in their own self-interests, they must institute effective manpower development planning and must encourage training centers to help them. Given the history and attitudes of the area, the task has been difficult.

Members' Initial Motives For Joining The Council:

People join organizations for many reasons. Perhaps the opening of any organization that depends upon volunteers can be compared to the shakedown cruise of a ship or the debugging of any data processing program: it takes time to find what works and what does not work. If this is translated into people, a new organization will require time before people can be sorted out into those who join only to join, those who join for other than organizational purposes, and those who join to help achieve the organization's purposes.

The council in the Greater Hartford/Springfield area has gone through its shakedown cruise. Membership has waxed and waned and is now down to a committed core. This core can serve as the base from which similarly committed members can be sought. It is difficult, however, to find such people.

Distinctions among the styles of members cause problems. For example, educators are taught the responsibility to join organizations. Once they have joined a group, they feel a further responsibility to express their views--at length. Business people, on the other hand, often ask serious questions before joining an organization and, once involved, tend to limit their discussion, written statements, and other communications both within and outside of the organization. As a result, educators tend to command meetings while businessmen retreat. The tendency is particularly obvious when youth issues are discussed. Businessmen tend to have certain standard positions about youth; educators keep finding new ways to express old thoughts. As a result, it is a problem to keep business people on working groups and thus to keep a balance among the members representing government, labor, business and education.

In the next few months, the council will attempt to create two new work groups, one to focus on training and the other to explore ways of helping workers return to education and/or to prepare for a second career. In addition, the council will be looking for new members, especially from business, to strengthen existing work groups. To correct the council's current imbalance and to avoid exacerbating the problems while involving committed people for both the present work groups and the new ones, special efforts will be made to find members from organized labor, business, and government.

Continuation Funding:

Any new volunteer organization supported by short term grants finds it difficult to make long range plans. Staffing is the first problem. Unless the project area is within easy reach of major graduate centers, the likelihood of hiring qualified personnel is extremely low. Perhaps said another way, it is difficult to find qualified staff who will take a one year assignment when they see little hope for a long term future with the organization. Graduate students, especially older students at the beginning of their professional lives, are more willing to accept such positions for they provide means of developing their professional experience.

Short term funding also discourages membership commitment. In any new organization, a flurry of activity occurs in the first few months. Groups confident of long term operations can use this time for planning and organization. Short term projects, however, like the council program, find themselves worrying about where their next grant will come from half way through their first year. As a result, member energy levels often diminish after this time, staff commitment begins to waver for the next job has to be found, and the benefits of the initial charge of the group are lost.

Council work groups seemed to have worked through the frustrations imposed by short term funding. They are currently working at a higher level of activity than in the past. They are exhibiting the energy in spite of a severe reduction in staff support required by lower third year funding. Whether the work groups can sustain their work and enthusiasm in the absence of staff assistance is a question which can only be answered through the conduct of the next funding period.

It would have been natural and helpful were state funding sources to have been involved with the federal program from its inception. Once federal efforts had been completed, the state, after the program had proven itself, could have continued to finance it. Given the harsh realities of Proposition 13 and similar kinds of budgetary conservatism, even the suggestion of such an arrangement makes little sense.

Volunteerism:

A few years ago volunteer organizations, especially those which depended on housewives, flourished with highly qualified people. However, inflation, changing family conditions, women's aspirations, and employers' recognition of the profitable contributions women can make have encouraged a massive influx of women into the labor market. As a result, volunteerism has declined. Another factor to explain the decline may be people's reduced faith in charitable and public institutions caused by the Vietnam War, Watergate, and the general lack of leadership in local, state, and national matters.

The council depends to a large extent upon volunteers. The people who volunteer are typically those people who are extremely busy and have many commitments. Heavy commitments mean that some volunteers cannot make all of the meetings and, as a result, each meeting is spent to some degree catching up members who missed the last meeting. The volunteers who did make the last meeting then see part of the session as wasted time.

V. Budget Summary:

The EWC received cash contributions from several different sources which totaled $115,259.30. (This is for the period between December 19, 1977 - March 18, 1979). In addition, the total cash value of in-kind contributions during the same period equaled $$41,000.00. Charts below delineate sources of funds, amounts received and the ways in which the funds were used. It should be noted that a multi-source funding strategy utilizing business, education and labor resources was pursued.

TOTAL CASH BUDGET OF EWC BETWEEN DECEMBER 19, 1977 - MARCH 18, 1979:

Source	Funds Received	Purpose
American Association of Community and Junior Colleges	73,000.00	Core support & programmatic
Asnuntuck Community College	5,720,30	Core support
Income generated through conferences and products	3,672.00	Core support
Balance of State and Hartford CETA Prime Sponsor	32,867.00	Core support

ALL IN-KIND CONTRIBUTIONS TO EWC BETWEEN DECEMBER 19, 1977 - MARCH 18, 1979

Source	Cash Value	Purpose
LEGO Systems	$ 9,075.00	Meeting space (25 meetings x $75 = $1,875.00) Sr. Vice President's time (8% of time = $7,200.00)
Enfield Public Schools	4,800.00	Office space (12 month x $400
Hartford Business	600.00	Meeting space (15 meetings x
Labor Education Center	1,425.00	Regional Coordinator's time (8% of time = $1,425.00)
Asnuntuck Community College (purpose as follows):	25,100.00	

1. $2,000.00 - 5% of President's time
2. $1,600.00 - 8% of Accountant for fiscal management
3. $1,875.00 - Utilities (heat, electricity, light) (15 month x $125.00) = $1,875.00
4. $7,500.00 - Office Space Rental (15 month x $500) = $7,500.00
5. $4,500.00 - Staff Support (technical assistant, secretarial, etc.) = $4,500.00
6. $2,250.00 - Use of State Car (15 month x 1000 miles x 15/mile $2,250.00)
7. $1,500.00 - Office Maintenance (15 month x 100) = $1,500.00
8. $3,500.00 - Equipment use - (desks, chairs, typewriter, printin press) = $3,500.00
9. $ 375.00 - Supplies (15 month x $25) = $375.00

Percentages of funds expended in major program categories are shown in the chart on the following page.

VI. Plans For The Future:

The council has performed well under its present structure. However, there are indications that improvement could be made in a number of areas. Two new council work groups will be started before summer. The new groups will include one on training and another on reverse transition issues involving

PROGRAM EXPENDITURES*

*This includes both cash and in-kind contributions	percentages
I. Salaries and Benefits for the Following Positions (TOTAL)	51%
Director	19%
Assistant Director	13%
Work Group Coordinator	11%
Secretary	8%
II. Staff Travel and Per Diem (TOTAL)	3%
In-State	2%
Out-of-State	1%
III. Office Operations (Telepone, postage, equipment, photocopy, space, materials, etc.)	16%
IV. Council Expenses (Costs related to council meetings, supported activities, travel and per diem, document production, leasing equipment, etc.)	23%
V. Consultants for: Advise and counsel, research, reports, etc.	7%
VI. Overhead at 15 %	contributed
TOTAL	100%

retirement or second career training. The latter group's primary concerns will center on adults who are underemployed or have obsolete skills, adults who wish to seek new careers because of mid-career crisis or are approaching retirement ages, and adults who are seeking a sabbatical into education.

Major Needs And Priorities:

Major priorities of the council will be:

1. To develop the Connecticut River Research Corridor concept for purposes of heightening community awareness concerning job creation and human resource development.
2. To establish two new work groups as indicated above.
3. To undertake programs to expand job and work experience site opportunities in the private sector.
4. To establish a comprehensive Career and Vocational Education Master Plan with 10 North Central Connecticut school districts, a state vocational-technical high school and a community college.
5. To provide systematic exposure of educators to the nature of work and to business and economies in general.

6. To research, edit and publish resource materials (such as guides on machining occupations, videotapes on interviewing for students, handbooks on occupational safety requirements) as is required by work groups.
7. To support and coordinate Occupational Folklore Festival to be held in Hartford during the early summer months.
8. To support and provide technical assistance to the proposed Connecticut Consortium of Education Work Councils and to assist in the development of a statewide community college cooperative education program.
9. To advise and provide technical assistance to the newly established regional satellite vocational-technical high school at Asnuntuck Community College.

Principle Activities:

The council will continue to act through its work groups. The advisory committee will continue its efforts to dissminate the research corridor concept to the wider community.

The council will be actively involved in the development and finalization of materials, procedures and activities described in its career and vocational education applications submitted to the Connecticut Department of Vocational Education.

Resource materials will be developed and published in line with the goals and objectives of the work groups. Work group 2 is particularly interested in safety materials, interviewing methods and parent-teacher guides.

Additionally, the council will:

1. Continue to hold meetings in support of the Occupational Folklore Festival.
2. Evaluation forms, site finalization and organizational follow-up remain as critical factors. A proposal has been submitted to a major insurance firm for funding.
3. Continue to promote the establishment of a Connecticut consortium of councils, whether it be funded or unfunded. Five meetings have been held to date.
4. Continue to support a resolution for the establishment of a statewide cooperative education program at the community college level.
5. Provide advice and technical assistance to the newly established satellite vocational school at Asnuntuck Community College.

Anticipated Impact On Local Communities:

The Education-Work Council will work to develop additional collaborative efforts in the Hartford/Springfield region.

1. Increase awareness of successful programs to a wider area audience and offer ways of duplicating these activities in other towns.

2. Appropriate community organizations will be sought for collaborative efforts with the EWC in developing useful youth and adult projects.
3. Appropriate educational/training organizations will revise, expand and improve current programs based upon demonstrated achievements of similar undertakings in different regions throughout the state.
4. Youth and adults will benefit through improved programming directed towards maximizing the input of work group seminars in creating situations which have proven value in helping youth and adults prepare for, obtain, and retain employment and education.

Fund Raising:

Significant fund raising efforts have been made. Briefly, program proposals are in the hands of the following:

1. CT Department of Vocational Education
   - Establish Comprehensive Master Plan (programmatic)
   - Establish Business Office Program (programmatic)
   - Establish Non-Technical Job Competency Training Program (programmatic)

2. CT Office of Employment and Training
   - CT Consortium (core)
3. CT Balance of State Prime Sponsor
   - Employer Based Research (programmatic)

School superintendents have publicly pledged on various occasions to support the council's activities. They would consider financially supporting the council if no other alternative funding source appeared. Additionally, support has been provided by the governor and the state education commissioner.

With third-year funds, the council will continue to build necessary organizational credibility with which to improve its possibilities for receiving monies from one of the above sources. With both the Connecticut departments of Education and Labor mandating the establishment of linking organizations, it appears highly likely that the council will receive additional core funding.

VII. Documents Available:

The WEC has produced and distributed documents and audio-visual materials for the community. The most significant of these documents are listed below along with other relevant resources which were of value to the council but not prepared specifically for it. All materials are in limited supply and may be obtained from the council.

Articles:

Healy, John J. LONG RANGE OBJECTIVES OF THE EDUCATION-WORK COUNCIL. Education-Work Exchange, Vol. 1, No. 2, December 1977.

Reviews long range goals of the Education-Work Council and introduces Connecticut River Research Corridor concept. Proposes expansion of high technology research which author suggests will lead to job creation.

Hruska, Jack, OBSOLESCENCE OF ADOLESCENCE. Unpublished paper. 1978.

Contends that youth between the ages of 12-19 are expendable and provides evidence concerning changing roles of major societal institutions over the past 60 years. Proposes non-business/non-education alternatives to combat youth alienation.

McLaughlin, Daniel R. MANAGING THE PROCESS FROM UNEMPLOYMENT TO EMPLOYMENT. Unpublished paper. 1978.

Discusses changing nature of workplace and corresponding increases in adult unemployment. Suggests that increased human resource planning by business and industry can help resolve serious transitional problems. Proposes computer communication network as one possible solution.

Guides:

Fitzsimons, Gerald K. and Ferris, Edward A. CAREER COMMUNITY RESOURCE DIRECTORY. Asnuntuck Community College: Enfield. 1979.

Developed for teachers, students and counselors for purposes of promoting the development of collaborative school-business programs. Contains more than 300 entries describing ways in which business can contribute to the learning process. Is broken down into 14 occupational clusters. (Survey instrument also available).

McClain, Thomas W. and Sockol, Richard A. COMMUNITY EDUCATION WORK COLLABORATION: A MASSACHUSETTS PERSPECTIVE. University of Massachusetts: Amherst. 1978.

The guide to the establishment of education-work councils does not advocate one "best way" to go about the process. Rather, it provides a variety of options that have been explored and tested at 12 Massachusetts sites. The guide initially discusses the change process in a community. It then examines five major dimensions of education-work linkages: goals, program objectives, process, organizational structure, and community involvement.

Sockol, Richard A. and McClain, Thomas W. SCHOOL-BUSINESS PARTNERSHIPS: A PRACTIONER'S GUIDE. University of Massachusetts: Amherst. 1978.

One-to-one partnerships between major business firms and local high schools in Boston is the central theme highlighted. Analyzing the significant steps and procedures used to establish 21 distinct programs, the guide also examines the characteristics, responsiblities, and authority of school and business coordinators associated with the partnerships. It continues with a discussion of a support/communications systems and concludes with a brief section on exemplary programs.

Audio-Visual Materials:

Slide-Cassette Presentations:

Approximately 5 minutes in length, the presentations are on specific occupations with significant current and projected job opportunities.

The presentations will be supplemented with printed material providing greater detail on the occupations.

The following are ready for preview:

1. Grinding
2. Tool & Die
3. Welding
4. Plating
5. Milling
6. Machining
7. Sheet Metal
8. Engraving
9. Heat-treating
10. Lathe Operator
11. Heavy Equipment Operator
12. Hotel Management
13. Fast Food
14. Secretarial
15. Court Stenographer
16. Printing
17. Computer Processing
18. Warehousing
19. Electronic Technician
20. Inspection

Jobs Go Wanting - 16MM Film:

The film explains the shortages in the metal-working trades in the Northern Connecticut and Springfield, Massachusetts area. The film explores the opportunities for youth including women and minorities in the metal-working trades.

Other Council Materials:

Education Work Exchange:

Bi-monthly newsletter which reports local, state and national news concerning programs or projects which ease the transition of youth and adults from non-work situations.

Student Survey Instrument:

Used to measure career aspirations of 6,000 8th, 9th and 10th graders in 10 North Central Connecticut towns.

Hamilton Standard Metal Machining Program:

On page description of innovative in-school metal machining program for high school seniors.

VIII. Institutional Impact:

No single organization can accept full responsibility for favorable changes that occur in a community over a given period of time. Many variables influence change. It can safely be stated, however, that the council has contributed to favorable community change. With the emergence of the council as a facilitating organization, some outcomes which have occurred include:

1. Consolidation and reorganization of advisory groups by local school systems to reflect better community views;
2. Efforts by local Chambers of Commerce to build better relationships with school systems;

3. Efforts to establish a CT Consortium EWC network in Connecticut;
4. Adoption of a goal in the state Master Plan for Career and Vocational Education supporting and endorsing the formation of local and regional councils ;
5. Adoption by the Community College Board of Trustees of a resolution supporting a statewide program of cooperative education at the community college level;
6. Support of the Circle Consortium (10 superintendents) of a proposal for the development of a regional master plan for career and vocational education including funding possibilities;
7. Occupational information materials available to students and staff in ten North Central Connecticut towns;
8. Increased collaboration among members of diverse professional and occupational backgrounds on issues affecting youth; and
9. Improved and expanded relationships with CETA prime sponsors.

The council has contributed to specific college programs as well. In particular, a task force of work group 3 has worked closely with the community college's cooperative education director. As noted above, one result has been the adoption of a resolution supporting cooperative education by the Board of Trustees of the Connecticut Regional Community College System. The group is now working on a bill that would allocate Connecticut state funds to all regional community colleges to support cooperative education.

Additionally, the council has provided college staff with non-threatening opportunities to discuss their positions on education-work transitions. College people have attended forums on strategic planning, career education and innovative strategies for industry-education collaboration.

In the near future, a middle college/high school representative from LaGuardia Community College will be visiting Asnuntuck to share philosophical and pragmatic concerns with college faculty. This, along with EWC contributions, will help the college in its own transition from a liberal arts institution to a regional liberal arts/vocational-technical middle college.

The concept has been promoted by the college president and will become a reality in September 1979. While the council takes no credit for adoption of the plan, it did contribute to the credibility of the college as an appropriate site for technical and vocational training.

Many options are open regarding future relationships between the college and the council. Of particular interest is the role the council may play in advising faculty on curriculum design and in evaluating student growth and curriculum development.

Along with these significant contributions, the council is making tremendous progress in its efforts to establish a statewide network of councils. It is also concerned with changing the negative image many students and adults associate with the skilled trades.

IX. Personal Comments:

1. Long range funding is a problem that presents a morale factor to the council staff. Between the last few months of the current grant, some time has been spent by the staff in seeking new employment. This detracts from its full concentration on producing materials and undertaking the necessary actions that will support the desires of work group members. While attempts are being made to convert the funding to a permanent state or local basis, results are not forthcoming, primarily due to Proposition 13 attitudes and the actual shortage of money. The morale factor begins to take hold of the staff approximately half way through the grant period. If earlier notification of successful refunding of the project could be had, or if faster action

could be had from governmental units, greater council achievements could have been possible.

2. It is extremely difficult to encourage non-verbal people to participate in a group when verbose educators seem to have the time and inclination to make every meeting and eventually to take over leadership positions. It is difficult, at best, to keep educators, business people, organized labor officials, and government representatives moving ahead on work groups at the same rate when some are prolix while others tend to be reticent. It will be interesting to see what happens when two new work groups are organized. My suspicion is that business people, perhaps labor people also, will take over the training work group. I have no guess as to which group will be dominant in the work group concerned with reverse transition. It will probably be difficult to achieve a balance between the four groups of participants.

3. A change in attitude is apparent in the area. In the last six or seven months, people have begun to talk about and take action on certain kinds of programs that would indicate that the area, and perhaps New England, is beginning to awaken from its Rip Van Winkle sleep. The state is beginning to move away from its war economy mentality. It will be interesting to see how this observed change in attitude might affect the council. Personally, I feel that it will enhance its activities and underscore its significance for the communities.

TANANA VALLEY EDUCATION-WORK COUNCIL

ADULT LEARNING PROGRAMS OF ALASKA
FAIRBANKS, ALASKA

SHERRY MODROW
PROJECT ADMINISTRATOR

LINDA L. PEARSON, CHAIRPERSON
HUTCHINSON CAREER CENTER
FAIRBANKS, ALASKA

I. Demography: Fairbanks and the North Star Borough:

Fairbanks, the commercial and geographic center of Interior Alaska, is characterized by periods of high economic activity interspersed with general depressions. This cyclic boom/bust colors many aspects of life in the area and is particularly manifested in a work ethic characterized by a heavy reliance on seasonal, low-skill jobs in construction trades.

The area experienced strong growth during and following World War II. The University of Alaska's main campus is near Fairbanks and has been a steadying factor on the economy. In the late 1960's and early 1970's, oil wells on the North Slope led to construction of the trans-Alaska oil pipeline, which took Fairbanks on a boom-ride wilder than anyone's imaginings. The city of Fairbanks doubled in size and spilled out into areas which were wilderness. Chain stores from the Lower 48 were introduced to Fairbanks in 1974-1977. The city was alive with people from a variety of states, cultures, and backgrounds. It had the qualities of a turn-of-the-century gold rush town. Employment turn-over was rapid. Local merchants, for once having enough business to see large profits, were not able to keep employees; everyone, it seemed, was only stopping over, heading north to work "seven-twelves on the line." ("Seven-twelves" refers to the twelve hour working days, seven days a week schedule which most oil line employees maintained.)

The city is quieter now. Several stores have closed in the three new shopping malls. The University is once again the largest and most stable employer. A telephone is likely to be installed within six weeks of an order, rather than six to eight months. The state is planning to fund several major capital projects for the 1979 construction season, but CETA jobs are at this time nearly the only employment available to ease the 18-20% unemployment. The population of the Fairbanks North Star Borough has dropped from the peak of nearly 72,000 in 1976 to approximately 61,000 in late 1978, which is still a 21% increase over the 1973 pre-pipeline level.

A demographics chart follows this page.

II. The Council:

The Tanana Valley Education-Work Council (originally named the Tanana Valley Council on Education and Work) was initially funded February 15, 1977. A temporary administrator made early community contacts and set up the office at Tanana Valley Community College (TVCC). The director position was filled on April 1, 1977.

The program was placed within the college's counseling office. While the counseling office provided staff some technical assistance, it gave no direction and was only minimally

Demographics

Tanana Valley Education-Work Council		Fairbanks North Star Borough
1. Population (In thousands)		60.0
2. % Unemployment		18.6
3. Median Family Income (In thousands)		31.0
4. Per Capita Income		--
5. % of Families Below Low Income		--
6. Labor Supply (In thousands)		22.3
7. Labor Distribution (% in major areas)		
	Manufacturing/Mining	3.
	Construction	12.
	Educational Services & Services	28.
	Wholesale/Retail Sales/Trades	25.
	Government	32.
8. % Land in Farms		0.1
9. Population Density per Square Mile		8.
10. % Urban		
11. % Labor Force Working Outside Borough		3.
12. Median Age		27 yrs
13. Median School Years Completed		12.6
14. % Minority		Black 4.0 Native 10.0
15. Educational Facilities	Elementary/Secondary	Public 28 Private 1
	Post-Secondary	Public 2 Private 0
16. Families Receiving Food Stamps, % Increase from 1977		122.

involved. The TVCC president filled the void after the first few months, making the council staff directly accountable to him.

The first council meeting was held on June 8, 1977. Eight community leaders attended. In July at the second council meeting, a retired city administrator was selected as chairperson. He provided a forceful personality around which the council shaped its early activities. Task groups were established to look into proposed council activities. The membership slowly expanded to 15 but has remained weak in representation from the private sector. The first chairman resigned in November 1977, and the TVCC president agreed to fill the position on a temporary basis. On March 15, 1979, the council elected a permanent chairwoman, a counselor at a local technical school. She has held the position since her appointment.

In October 1978 the project separated from its contractual arrangement with TVCC and joined the Regional Adult Learning Center.

Various organizational methods were tried. During 1978 the council settled into a structure. Its components are: the full council, which meets approximately every 6 weeks for general discussion and major policy setting; an executive board and governing body, composed of the chairwoman, the fiscal agent and a member-at-large; committees as needed; and a list of resource people who contribute time and assistance to projects sponsored by the council, but who are not necessarily council members. Currently the leadership consists of representatives of the North Star Borough School District, TVCC, Alaska Airlines, Adult Learning Programs of Alaska, Inc., and Tanana Chiefs Conference (a native organization).

Membership has been expanded in a personal manner, either by (1) letters and subsequent visits from the staff, (2) contacts from current members, or (3) interest generated among participants during such council functions as the Creative Hiring Techniques Seminar.

The council has in its membership representatives from the key public sector agencies and institutions. It continues to be somewhat weak in labor and private business involvement. The problem has eased, however, since several business leaders became involved in council-sponsored seminars and thereby began developing a growing interest in council membership.

A chart showing council membership follows this page.

II. F. COUNCIL MEMBERSHIP	Full Council		Governing Board	
	#s	%	#s	%
Education (TOTAL)	6	40	2	66.7
Elementary/Secondary (TOTAL)	3	20	1	33.3
. Public	2	13.3		
. Private				
. Technical	1	6.7	1	33.3
Higher Education (TOTAL)	3	20	1	33.3
. Public	2	13.3		33.3
. Private				
. Technical				
. Adult Basic	1	6.7	1	33.3
Business (TOTAL)	2	13.3	1	33.3
Manufacturing				
Commercial (banking, insurance, etc.)				
Professional (doctor, lawyer, etc.)				
Service (stores, service stations, etc.)				
Other (identify) Services (airline; car dealer)	2	13.3	1	33.3
Government (TOTAL)	4	26.7		
Local (borough mayor rep.; borough personnel)	2	13.3		
State (employment division)	1	6.7		
Other (identify) (Young Adult Conservation)	1	6.7		
Organized Labor Unions (identify) Plumbers Apprenticeship Program	1	6.7		
Youth (identify groups they represent)				
Associations (identify) Tanana Valley Fair Association Tanana Chiefs Conference (Native)	 1 1	 6.7 6.7		
Median (identify)				
TOTALS	15	100	3	100

Most work is accomplished by the staff. Action follows decision-making discussions at council meetings, separate discussions with council leaders, and/or decisions made by the executive committee.

III. Major Council Activities:

A. Surveys: A survey of local employers and high school graduates was commissioned in late 1977. The survey had two purposes:

1. to determine the relationship between work experience and career goals/life plans of students graduating during the construction boom of the trans-Alaska pipeline, 1974-1977; and

2. to determine the level of youth employment in local businesses, particularly among those firms with fewer than 30 employees.

The survey was to provide a data base for future council activities. Little such information was available. In a series of meetings, council members discussed the data they most wanted to have from the proposed survey. The activity was made public during August 1977. In September 1977 the council hired a local consultant to conduct the surveys and prepare a report.

It was the intent of the council to have the survey completed by November 1977. Through a series of creeping deadlines, the report was not available until April 1978, in draft form. The usefulness of the material to the council diminished as time passed. The council acted in June 1978 to remove the remaining money from its consultant contract. The action stemmed from the council's belief that fast changing economic conditions made the survey, as it was designed, less useful as a planning base. In addition there was strong sentiment against receiving the report as late as September 1978, which appeared increasingly likely, when federal funding was scheduled to terminate in December.

The survey report still awaits rewriting. Shortage of staff has impeded the council director's plan to reorganize and summarize the report for general distribution. There is valuable information in the draft, and it has been used for factual reference in planning council activities. Finalization of the report is considered a priority for 1979.

B. Pre-Employment Conference: On April 12, 1978, at Hutchison Center (a local secondary technical school), a Pre-Employment Conference was held. It involved council members and staff, Youth Employment Service staff, 10 local employers (as interviewers) and over 70 high school juniors and seniors from all four area high schools. The students watched a skit portraying good and bad employment interviews and filled out standard application forms before being assigned to an interviewer on the basis of interest in a given field. There were 5 to 15 students in each interview group, each being individually interviewed while the others observed. Then all participated in a discussion of the process, their expectations, and the form and value of resumes.

The activity was the first attempt to meet one of the council's goals: easing young people's movement into the labor market by helping them become familiar with the employment system and by improving their job interview skills. A council task group designed the conference.

The need was identified in early council meetings. Peculiarities of the local economy have made training and career planning nearly irrelevant for most youth. When the economy is booming and jobs are abundant, young people fill in the spaces left by adults moving into the temporary big money jobs. In such circumstances, any able-bodied person can find a job. There is little consciousness of future when things are moving that fast. The opposite situation occurs during cyclic busts. Young people must compete with adults for low-paying jobs and no one has money to pay for training. In both cases, the immediate need is for young people to be acquainted with the job-seeking process before they are caught up in it and, secondarily, to gain a clear understanding of their own needs and directions to use the available jobs profitably for the longer term.

The entire council worked together on the project. The school district donated space and transportation. The Job Service office and employers offered their time and talents to the conference operation.

One difficulty was school principals' uncertainty about the value of pre-employment skills training and the appropriateness of such training within the schools. A memorandum from the superintendent's office stated that students could be excused from classes for the conference. Not all principals were enthusiastic, however. The level of interest among students was higher in those schools whose building administrations took an active interest in the training.

Conference costs were low. Advertising was done by school announcements, posters and public news releases. Transportation was provided by the inter-school shuttle buses. Time was donated.

The activity was used as a prototype in developing subsequent seminars on pre-employment skills.

C. Job-Seeking Skills Seminars: The activity grew out of the Pre-Employment Conference. A series of three seminars were held, originally for youth of the community at large, but they were redirected for enrollees in the Summer Programs for Economically Disadvantaged Youth (SPEDY). The seminars were run on June 27 and July 18, 1978.

A task group of the council analyzed the most successful portions of the Pre-Employment Conference and tailored them to an out-of-school setting. The school district again offered free space in the Alternative High School. The Alaska Airlines member coordinated private sector interviews. Job Service and CETA officers were invaluable with technical assistance.

The primary difficulty was getting young people interested in attending. The rationale supporting the seminars was that with local unemployment at 20% and youth unemployment estimated to be nearly 50%, the idea of a "job-seeking" series should really catch on. It didn't. However, as with the first one, those who came were attentive, eager and, afterwards, appreciative. Fifty young people participated in the summer series.

Costs, again, were low. Posters were a major form of advertising. They were distributed widely around the community. News releases were used in local papers. Youth Employment Services kept a supply of fliers about the seminars at hand for distribution to young clients.

D. Pre-Employment Seminars: The third edition was conducted as an in-school series in a variety of formats and local high school settings. Approximately 75 students participated during October, November and December 1978. At West Valley and Lathrop high schools the council and staff worked with the Center for Family Counseling which was conducting a personal decision-making program for students. Because council staff had been requested by the school principals to conduct the seminar during one class period, the staff hoped the combination of its instruction with the Center's counseling efforts would be helpful. It did not seem to have had a discernible impact. The seminar offered too much material, the students were unfamiliar with job-seeking rudiments, and the one-hour period was insufficient.

The two-hour format, as previously established, was used at North Pole and Ben Eielson high schools. The format was:

1. Filling out applications
2. Preparation for an interview
3. Personal employment interview

4. Small-group discussions

The format was the more effective of the two approaches from the points of view of interviewers, students and staff.

The use of employers or seminar instructors presented some challenges. First, many employers do not have good interviewing skills (see "E" below). In the earlier seminars the staff met individually with each interviewer and discussed methods and topics. Prior to the series, two workshops were held for all interviewers who had not previously participated. Goals were presented along with suggestions for procedures to be used in the mock interviews. Several of the employers put the suggestions to use in their workplace.

There were no direct costs involved in the series. The council is examining options for future seminar presentations. To some extent, pre-employment material may be developed for inclusion in the public school curricula, but that possibility is only in the discussion stage. A class may be offered through the community college. A spin-off activity is staff development--the EWC staff is teaching other organization staffs to conduct the seminars for their own constituencies.

E. Creative Hiring Skills Seminar: To help local employers improve their hiring skills and procedures, the EWC sponsored a personnel seminar on September 25 at Hutchison Center. The Vice President for Personnel, Alaska Airlines, a well known and respected personnel expert, came from Seattle to facilitate the two-hour session.

From the beginning the idea seemed to have great potential. It came from a private sector council member in response to a plaguing question: How could the council help private employers and at the same time gain their greater council involvement? The council decided to offer a hiring skills program to assist employers reduce employee turn-over costs. Instruction would focus on effective ways to find the right employees for jobs at hand.

Response to the seminar was excellent, with 30 employers attending and nearly all asking for:

a. a "part II," taking a more in-depth look at local hiring problems, and

b. a repeat for other employers.

Advance advertising took the form of public service announcements. Many employers were invited personally by telephone. Staff sent letters to the employers who expressed initial interest and attempted to ensure the broadest possible private sector representation at the seminar. Council members representing Alaska Airlines, Tanana Valley Community College and Hutchison Center were the primary collaborators.

In response to employers' continued demand for more such activities, a repeat is planned for March or April 1979. The area of employer hiring skills development is a needful one and the council has adopted it as a priority for action in 1979. Tanana Valley Community College has expressed interest in offering a related class if an instructor can be located locally. Unfortunately, Interior Alaska has a dearth of people trained in personnel relations/management, and logistics get complicated for a continuing effort if the facilitator must travel from Anchorage or Seattle.

F. Career Development Resource Center: At the November meeting, council direction was a major part of the discussion. The council felt it was well enough established to begin looking further ahead: What would be the best plan for major long-term community impact?

The executive director of Adult Learning Programs of Alaska, Inc. (ALPA) and the EWC staff met in December to review council-sponsored activities and to look at possible plans. An outline of community needs was developed at that meeting.

The needs included:

1. A continuing (though improved) general lack of community awareness of regarding the nature and value of career development;
2. Lack of career development services;
3. Lack of trained career development staff; and
4. Lack of career development research.

The needs formed the common theme in all project activities since the time the council was established. The needs statement formed the basis for a CETA proposal (January 1979) to plan and create a Career Development Resource Center (CDRC).

The Title VI proposal was primarily a staff project. Representatives of ALPA, Alaska Airlines and Hutchison Center were the principle council members involved in planning the CDRC. The proposal was funded in February.

The activity is a long-range comprehensive plan of which the December planning meeting and proposal submission are only the initial phases. The CETA funding expires August 15, 1980. Additional funding is being sought. The projected need is for between two to three years to have the CDRC fully operational and to develop local funding for it.

G. Chronology of Major Activities:

Nov. 77 - Jan. 78	Survey of local employers and high school graduates
Feb. 13 - 16	NMI Conference - Director
February/March	Series of meetings, task force on pre-employment
March 2	Alaska State Vocational Association Conf. - Director
March 13 - 17	Grant-Writing Workshop - Director
April 12	Pre-Employment Conference
April 13	Council meeting
April 19 - 30	Work-Education Consortium Meeting, Washington, D.C. - Director, plus site visits, Santa Barbara, Lincoln and Berkeley
June/July	Women's Resource Conference grant preparation
June 20, 27; July 18	Job-seeking seminars
June, July & Aug.	Staff involvement, Youth Employment Service
July 10	Council meeting
July 13	Public meeting, Multiple Resource Project (TAT)
July 24	Council meeting
August 4	Meeting with State Planner, YETP/YEDPA - Director
August 15	NMI Conference - council chairwoman
August 28	Council meeting
September 11	Council meeting
September 15	Joint submission with Adult Learning Programs of Alaska for Title III YETP project

September 20	Presentation on careers, Fairbanks business & professional women
September 25	Creative Hiring Techniques Seminar
October 1	Education-Work Council move to Regional Adult Learning Center
October 12	Council meeting
October 18 - 20	Youth Alternative Services Network Conferenc Anchorage, Director and Assistant
October 24	Interviewers' workshop
October 25	Eielson Pre-Employment Seminar
November 1	Presentation to North Pole Rotary - Assistant Director
November 8	Council meeting
November 14 - 17	Projector directors' meeting, AACJC
December 5	Lathrop Pre-Employment Seminar
December 7	Interviewers' workshop
December 11	West Valley Pre-Employment Seminar
December 12	Career development planning in-service, Staff
Dec. 15 - Jan. 18	CETA proposal preparation, Career Development Resource Center
January 23	In-service/career training for Title III participants and YACC enrollees
January 29	Start-up of career information system computer demonstration
February 15	Start-up of CETA Title VI Career Development Project
February/March	Preparation of NMI third year proposal; submitted March 5
March 13	Council meeting

IV. Major Problems:

A. The community's attitude toward the University of Alaska was a major and persistent problem in development of the Education-Work Council. Sponsorship by Tanana Valley Community College should have been ideal: a community-based organization deriving its mission from the townspeople. Unfortunately, the community college is a department of the University of Alaska, and, although it has an advisory committee which guides the college's administration, the University's Board of Regents holds the authority. In 1977, the University of Alaska experienced an administrative and fiscal shake-up which saw the succession of four presidents in one year and the assumption of nearly total power by the state legislature. The community college was involved in the entire spectrum of budget cuts by the legislature, continual organizational turmoil on campus, and negative community reactions to anything coming "from the hill."

These conditions made it nearly impossible for the council to address one of its stated goals: reducing the long-smoldering "town-gown" split by bringing together appropriate community leaders in a nonthreatening atmosphere to discuss school-to-work issues.

As the council moved into its second year, its campus address continued to present difficulties, particularly in drawing in new private sector representatives. Initial seminar activities designed to instruct young people in job-seeking techniques involved a much wider cross-section of the community than before, but the aura of the campus persisted in slowing down the council's development.

The only apparent way to eliminate the negative effects was to leave the college's sponsorship; but the council wasn't ready for complete independence. So an agreement was made with a local non-profit corporation to merge with it. The AACJC subcontract was shifted in September 1978 from the college to ALPA. The change appears to have provided a positive solution.

B. A traditional lack of concern about and attention to career planning in Fairbanks also hampered development of the council. A survey of local high school graduates revealed an extremely low correlation between long-term life and/or career goals and actual work experience/academic records. While career planning seemed to be important

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in other parts of the United States, in Alaska lucrative boom opportunities reduced its importance. "I made it on *my* own. Why do kids need help?" is a common private sector employer attitude, born largely of the Alaska-as-last-frontier mythos.

It its early days, the council concentrated on discussions and meetings aimed at problem-identification. Business people found it difficult to justify meetings which developed few concrete program results. Planning was not their forte. After the seminars were initiated, local businesspeople participated in greater numbers. The result was an increased interest in the broader more theoretical questions of easing school-to-work transition and career development.

As the amount of contact with youth increased, council members became aware how little preparation was being made for the emergence of young people from the schools to the labor force. The consciousness has gradually begun to change the attitude of most council members about career planning and has created a commitment to planning, training, providing work experience opportunities and exploration activities for young people.

New programs move slowly. Development problems are compounded by the general lack of money available for such activities (except for CETA). But impetus has been generated.

C. The uncertain duration of federal support for the council was a repeated cause of concern. It was known from the beginning that individual councils would need to develop their own financial support, but within one year's time it was apparent to the Fairbanks group that it could not generate enough money to be self-supporting within its second year of federal funding. The council was just beginning to understand the breadth of concepts involved and to work as a council.

There was a feeling of uneasiness among the members as they became convinced the project had merit and had a possibility of making long-term changes in the community. If the program was really as good as they had come to believe, why was the Department of Labor not giving it enough time to support itself? Time which should have been going into council development had to be spent instead on the search for support. It readily became

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apparent that such support had to come from program successes, from implementation of replicable projects with demonstrated methods. More time was needed.

Perhaps the Department of Labor came to the same conclusion. Its decision to provide some third-year money was greeted with gratitude, but it also came with the knowledge that too much effort was spent on convincing the government of the worth of a young program.

D. Fairbanks has not experienced an orderly growth. With the development of the North Slope oil fields and the subsequent construction of the pipeline, the community exploded with diverse populations and with the problems attendant to rapid growth. The city lacked a sense of center, of unity. The council's early deliberations were handicapped by its difficulty to locate organizations representing the new, divergent components of the community. The condition raised questions for the council, particularly in regard to its mandate to shape itself as a broadly representative group reflective of significant community parts. Because many newer groups had no organized voice, the council also questioned its capacity to identify their problems and to respond to them.

The Downtown Business Association represented the long-established, largely family concerns of the central city, but the concerns constituted only a fraction of the trade in Fairbanks. There was no identifiable business or group of businesses to reflect the interests of the more transient population. The schools thought in terms of how things had been before the pipeline. Their focuses were placed primarily on the needs of Alaskan youngsters and not on the needs of transfer students. Parent and community service groups also represented the more established citizenry. There was virtually no way to derive information from groups speaking for the southern influx or the steadily growing but still "shadowed" population of Spanish-speaking people, because they had formed no public platforms and had taken no public stands.

V. Future:

A. At present the Education-Work Council will continue to operate as an unincorporated organization using Adult Learning Programs of Alaska, Inc. as a host. Incorporation under Alaska's non-profit statutes is likely within 1979.

B. The council has the following objectives for the coming year:

1. Regular council meetings to continue the kind of community networking already begun

and to communicate council goals through new projects;

2. State, federal and local networking and fund-raising;
3. Continued growth of a Career Development Resource Center, with special emphasis on seminars for young people and employers;
4. Staff development activities in the community;
5. Research and resource compilation; and
6. Human Resource Board establishment.

The activities demonstrate a more intense involvement in direct services than in the past, while maintaining the original council meeting format.

C. Emphasis is being shifted to increase membership representing the private sector and organized labor. The public sector representatives are seen as long-term members with few changes anticipated.

D. Support for the council staff must come from the federal level for another year. Office space and some supplies, utilities, etc., are being contributed by ALPA as in-kind services. Personnel is the heaviest line in the budget, however. It is the most difficult item for which to find alternate funding.

The council and staff have participated in the national effort towards creating an independent consortium of councils. It has received CETA funding for projects (Youth Employment and Training Programs, and Title VI, Career Development Resource Center) which further council goals but do not contribute to core support for the council.

The council has communicated with the state government concerning increased funding for career education programs and for more appropriate use of CETA discretionary funds. A proposal will be submitted to the U.S. Office of Career Education for major core and programmatic support.

E. Relationships with other members of the consortium are good, but distance prevents frequent contact. Telephone contact with the Vermont and Portland councils has been regular. It is not known at this time if there are any other Alaskan communities wishing to initiate education-work councils.

F. The Career Development Resource Center is a focus of the council's energy and a result of many of its early activities. It has the potential to catalyze career development across the Fairbanks community. The council feels the center must be independent from local institutions, at least while it is developing, if it is to serve the broadest needs possible. It is particularly important that Hutchison Center, Tanana Valley Community College, the Regional Adult Learning Center and the vocational director for the School District are active in the council while the CDRC is still in its planning stages to ensure that it is responsive to all needs. Eventually the ideal direction would be for the CDRC to become part of a revitalized, reorganized Hutchison Career Center, serving youth and adults, and not operated by the school district alone. The council plans to work toward that end.

VI. Institutional Impact:

As early council meetings the discussions about use of facilities, particularly about Hutchison Career Center, led to meetings between Tanana Valley Community College and the School District which eventually resulted in increased facilities sharing. Establishment of the CDRC has the potential of encouraging collaboration between the two institutions to a much greater degree and of having major impact on them as well as on the Regional Adult Learning Center and Job Service. Comprehensive career planning is such a novel idea in the community that the possibilities seem nearly unlimited.

The Regional Adult Learning Center has been directly affected by the council's presence. Its desire to move into career fields has gained impetus with the operation of the jointly-managed YETP and Title VI grants. RALC is encouraging its staff to participate in staff development activities sponsored by the council so it will be able to integrate career development principles and practices in adult education teaching.

In addition to the above, cross-committee memberships suggest that council interests will influence a wide array of organizations in the community and state. The ALPA director is a member of the Regional Manpower Advisory Council. The EWC director has been nominated to the same council by the CETA Regional Manager, but the Governor's appointments have been delayed due to division reorganization. The council chairwoman belongs to a number of planning groups in the community and regularly represents the council's position at meetings of the PTA, Drug Abuse Council, and others. The council communicates formally and informally with the Town and Village Association for Development (EDA), the Chamber of Commerce, and the legislative delegation from Interior Alaska.

VII. Personal Comments:

A. That collaboration works, I think, has been demonstrated by both the number of councils now functioning and the diversity of forms they have taken. However, it is a slower process to build collaborative networks and work in a supportive interorganizational manner than was apparently envisioned by the Department of Labor. Further, at various times we felt pressure from the national level to adhere to an arbitrary council model. Such a model does not take into account community idiosyncrasies.

Community diversity was a strength in the program, for it produced a range of models and development possibilities not probable if all thirty-three councils had been formed under one contracting organization. It was really helpful to me and to my council members to see models greatly different from ours, to talk to people struggling with the same problems, but arising from different settings, and solving them with different methods.

B. The decision to extend the second year money for those councils who were to terminate before the others was excellent, allowing all councils to reapply within consortium guidelines and along the same timelines for third year funding. It contributed a great deal towards cementing a consortium identity.

C. I am convinced no similar organization or council would be doing what the EWC is in our community had this initiative not been funded. There is no longer skepticism among the members about the value or validity of the program. It is earning its place in the community.

NEBRASKA COMMUNITY EDUCATION-WORK COUNCIL

SOUTHEAST COMMUNITY COLLEGE

LINCOLN, NEBRASKA

PEGGY A. NOVOTNY
PROGRAM DIRECTOR

JERRY SELLETIN, COUNCIL CHAIRPERSON
PERSONNEL DIRECTOR
BRYAN HOSPITAL
LINCOLN, NEBRASKA

I. Demography:

Lincoln, designated in 1978 as an "All American City," is a comfortable, progressive city nestled in the gently rolling hills of eastern Nebraska. The state's capital and second largest city offers its 180,000 citizens a city that is carefully organized residentially with broad streets, a modern downtown business district, and shopping centers in the suburban areas. The pride which residents take in their city is evident in their well-kept homes, the many beautiful public parks, and the recreational and educational facilities.

Government, education, insurance, and light industry are the major businesses providing employment for Lincoln residents as well as for people from surrounding communities. One out of every four persons in the labor force is on the payroll of the local, state or federal government. Lincoln is the site of over 30 insurance companies which have home offices in the city, and such manufacturing ventures as the railroads, rubber goods, candy, printing, metal, electronics, and agribusiness head the list of Lincoln's industrial concerns. The absence of heavy industry in a city of Lincoln's size has allowed it to remain remarkably clean and pollution-free. New industries continue to locate in Lincoln and existing industries continue to grow.

Lincoln residents find the cost of living to be comparable to conditions in most other Midwestern cities, but less than most major metropolitan areas.

Nebraska has both a state sales and income tax, but much of the revenue is raised through personal property and real estate taxes.

The city is managed by a mayor and seven councilpersons, each of whom is elected for four-year terms on a non-partisan ballot by the voters at large.

A chart depicting demographic statistics for the city follows this page.

II. The Council:

On March 16, 1977, Southeast Community College (SCC) was awarded a subcontract with the American Association of Community and Junior Colleges to create a Community Education/Work Council (CEWC).

In order to initiate the council effort, eight individuals were selected to serve as a steering committee. Selection of the individuals resulted from input by Lincoln's Comprehensive Employment and Training Administration (CETA), Lincoln Action Program (LAP), SCC, and the program staff. The steering committee was comprised of representatives from state government, International Brotherhood of Electrical Workers (IBEW), SCC, private business, CETA, and the Chamber of Commerce.

DEMOGRAPHICS

Southeast Community College - Nebraska				Lincoln
1.	Population (in thousands)			179,000
2.	% Unemployment			2.7%
3.	Median Family Income			$10,578
4.	Per Capita Income			$ 4,848
5.	% of Families Below Low Income			5.9%
6.	Labor Supply (in thousands)			111,350
7.	Labor Distribution (% in major areas)			
		Industry	Manufacturing	12.9%
			Construction	10.7%
			Educational Services	14.8%
			Services	17.8%
			Wholesale/Retail	16.2%
		White Collar	Professional/Managerial	20.7%
			Sales/Clerical	24.7%
			Government	25.1%
			Craftsmen/Foremen	
8.	% of Land in Farms			0%
9.	Population Density per square mile			231
10.	% Urban			100%
11.	% Labor Force Working Outside County			3.6%
12.	Median Age			25.7%
13.	Median School Years Completed (25 years and older)			13.1
14.	% Minority			3.5%
15.	Education	Elementary/secondary	Public	1
			Private	2
		Post Secondary	Public	2
			Private	8

1. State Department of Economic Development: Annual Plan State Summary 1978, State Department of Economic Development, Lincoln, Nebraska, Items 1-4, 5, 8-15.
2. Labor Market Information Review, 1978, State Department of Labor, Lincoln Nebraska, Items 2, 6.
3. Nebraska Work Trends, State Department of Labor, January 1979, Item 7.

The steering committee initiated three major efforts:

1. Survey local employers, educational institutions, social service agencies, unions, and youth to identify services available to 16-21 year old youth and barriers which hamper their education to work transition;

2. Employ the services of the University of Nebraska's Bureau of Business Research to compile data for a profile of youth in the southeast Nebraska area; and

3. Incorporate the council as a non-profit organization so that it could qualify for contractual agreements with funding agencies.

In September of 1977, each steering committee member was asked to name other persons who might be effective members of a full council. A format was developed to include representation from a cross section of community resources. With the consensus of the committee, seventeen individuals were invited on the council.

Of the 25 members, 5 were elected to act as the board of directors, composed of a chairperson, vice-chairperson, secretary/treasurer, and two representatives at large.

As in most organizations, a core of leaders emerged. The council leaders represented state government (1), CETA (1), SCC (1), private business and industry (2), IBEW (1), and the public school system (1).

Most council activities were conducted in full-group sessions. Except in one instance, task group arrangements were not made. The exception was the creation of a task group late in the first year to review data collected by the council (see Activities following) and to make program recommendations based upon the data.

Several of the council members served on task groups formed by other local agencies. Examples are: the Mayor's Youth Planning Committee and the CETA Prime Sponsor's Youth RFP review and selection committees.

Membership changes were usually introduced by staff and voted upon by the council. Changes were limited to the addition of an individual to fill a spot which had been vacated through resignation.

The need to expand membership was most often evident during council meetings when specific information could not be obtained from current members. At such points, council members made recommendations to invite persons with useful experiences to join the council or to attend meetings informally.

The process by which decisions were made for program operations followed three basic steps:

1. Staff presentation of issues/problems needing attention;
2. Discussion of current methods being used to address the issue(s) and alternative approaches for dealing with them; and

3. Consensus on appropriate action to be taken through formal vote.

Staff assumed the greatest share of responsibility in actually carrying out the work functions prescribed by the council. Staff found that council representatives of the community power base also served on many other local, state, and national councils/committees and did not have ample time to devote to operational activities.

Council members made significant contributions to the project's direction and emphasis through their awareness of the need to research existing efforts to alleviate program duplication, and by their willingness to seek input from outside organizations on controversial issues to which they had not been exposed.

The membership, however, did not develop a sense of ownership for the program. It was apparent throughout the effort that they viewed the project as the staff's and that the staff was to carry the full burden of the work. They were interested in the concept and in the project's purposes; they were less interested in questions of implementation.

A chart depicting council membership follows this page.

COUNCIL MEMBERSHIP	Full Council		Governing Board	
	#s	%	#s	%
Education (TOTAL)				
Elementary/Secondary (TOTAL)				
. Public	2	10		
. Private				
. Technical				
Higher Education (TOTAL)				
. Public				
. Private				
. Technical	2	10		
Business (TOTAL)				
Manufacturing	1	5		
Commercial (banking, insurance, etc.)	2	10	2	
Professional (doctor, lawyer, etc.)	1	5	1	
Service (stores, service stations, etc.)	1	5		
Other (identify)				
Government (TOTAL)				
Local (identify services) CETA, YSS	2	10		
State (identify services) SOPP, Dept. Educ. Vision 17, State Senator	4	20	1	
Other (identify)				
Organized Labor Unions (identify) Communication workers, IBEW	2	10		
Youth (identify groups they represent) Economically disadvantaged, Student Council	2	10		
Associations (identify) Chamber of Commerce	1	5		
Median (identify)				
TOTALS	20	100%	4	20%

III. Major Activities:

There are three major activities which the council sponsored or participated in during the second year of operation:

1. Community Employers' Services Unit
2. Career Planning Services in southeast Nebraska
3. Conference for young adults

Employers' Services Unit:

In March of 1978, the council contracted with the city CETA prime sponsor in an effort to establish a Community Employers' Services Unit (CESU). The purpose of the CESU is to represent the needs of all employers, with special efforts directed toward the private sector, in the definition and provision of new training programs and training delivery systems to meet their human resource needs, based upon current and projected job openings.

The CESU is under the management and direction of a governing board whose membership is currently comprised of 13 individuals representative of private sector employers, SCC, the local Chamber of Commerce, and a local labor organization. The labor representative sits on the board to assure that the staff of the CESU does not generate training programs which might raise disputes over existing bargaining agreements.

Operational functions of the CESU include but are not limited to the following:

1. To identify employers' needs for personnel in various job classifications (short-range projections of one to two years are considered);
2. To establish with employers the work functions and skills necessary for each job classification; and
3. To convert work functions and skill requirements into training programs.

The CESU works between the local training institutions and private sector employers to assure the best possible training curriculum, training methods, and on-site training opportunities. The CESU cannot develop approaches which may supplant existing personnel systems or existing business and industrial training programs. It coordinates with and provides training services for persons eligible and enrolled in CETA. Funds to establish training development and program delivery remain in Lincoln CETA until such time that the CESU identifies the training mechanism to be funded. At that time, Lincoln CETA develops the contractual agreement necessary to provide the training as defined by the CESU. Under the arrangement, the agreement is direct rather than through CESU.

A variety of training options are available to employers through the CESU: classroom, vestibule, coupled, on-the-job (OJT) and survival skills.

Classroom training is provided through local educational institutions focusing on resources available through the community college system. Individuals can be trained or upgraded through on-going classes, or "special needs" classes can be developed according to employers' needs.

Through the CESU, CETA can provide funds to the private sector to support the training staff necessary to conduct vestibule training. The training offers a "laboratory" situation in which students become familiar with machines and equipment, manufacturing processes and procedures, and business practices. The employer has direct control of the training. In the private sector the training is taken out of the productive or business process to eliminate unfair competition for labor.

The training lends itself to coordination with local vocational training institutions. For instance, theory and basic competencies can be taught within an existing training institution with the laboratory training provided in the private sector.

On-the-job-training allows the employer to select and hire a CETA participant who has sufficient basic skills for the job. The CETA-employer contract provides that the employer will train participants and CETA will reimburse the employer for up to 50% of the participants' wages for the training expense incurred by the employer. The length of the contract depends upon the complexity of the job participants are hired to fill. The training objective is to provide employers an opportunity to train in their own specific procedures. Employer training efforts are expensive. CETA can reduce the initial cost by at least 50% and the employer, theoretically, will experience a reduction in employee turnover given the increased attention to employee training.

Coupled training is an arrangement through which local training institutions provide part-time instruction with finish training being provided by the employer. The employer training could be provided through either OJT or vestibule approaches. Training arrangements are flexible; that is, institutional training can be 4 hours per day with the balance of the day spent under employer training. On the other hand, institutional training can be provided on a full day basis for a specified number of weeks and, upon successful completion of the in-class phase, the participant would receive training established with an employer for a specific number of weeks.

The major objective of survival skills training is to assist persons to cope with diverse aspects of life. Training modules are supplemented by counseling services. More often than not, the life skills training modules are provided to those persons who for various reasons have problems that reduce their employability. The training has three major aspects with numerous modules for each. The aspects include:

Tutorial Services: Attention is given to functional reading and math deficiencies.

Social/Personal Development: Training is geared to help persons improve upon their perception of self and the world around them. It focuses on attitudinal and motivational difficulties which many participants exhibit.

Employment Appreciation: Emphasis is placed on correcting misconceptions about what a job means by attempting to instill a sense of what employers expect of employees (responsibility), a sense of what a paycheck after deductions will mean in relationship to individual budget needs (reality), and a sense of how to seek and to apply for employment openings.

Community Career Planning Services: The Career Planning Center (CPC) originated through collaborative efforts between Lincoln CETA and Southeast Community College. Operation of the CPC began in August of 1977, with CETA providing funding for staff and start-up materials and the college furnishing facilities, basic equipment and technical assistance.

The need for the CPS had been expressed many times over the years by a variety of organizations, but resources to fund such an operation were not available.

Prior to funding, Southeast Community College personnel began to apply a needs analysis and to gather information regarding the potential of outside agency involvement. It was discovered at that time that similar need assessments had already been completed by the State Department of Education, University of Nebraska, Lincoln Public School System and Lancaster County Commission on the Status of Women.

With the already-available information and funding assistance from CETA, Southeast Community College hired staff and designed a career exploration and planning program. The plans included program objectives, methods of delivery, and evaluation requirements.

The first year's funding was used essentially to develop a program and to provide limited client services. 184 people used CPC between October 1977 and March 1978.

Although CETA and Southeast Community College had contributed greatly to the effort, in its first several months the CPC operated with limited resources. In the fall of 1978, college administrators, CETA personnel, the national EWC director, and the council staff agreed that the EWC program could help support CPC expansion.

Areas of proposed expansion were outlined and presented to the council for review and comment. The members present unanimously agreed that this would be a worthwhile project for the council to support. As the result of the consensus, the EWC contributed the following resources to the center:

I. Expanded Existing Resources:

A. Increased career planning materials available to the general population with special stress on women, minorities and the handicapped. Materials included books, audio-visual software, exploration kits, testing instruments, etc.

B. Developed an advertising campaign to promote the services available through the center. Methods of advertising consisted of flyers, brochures, newspaper releases, radio and television spots.

II. Developed exploratory "hands-on" experience packets to coincide with center resources. The packets are flexible-use exercises which simulate work place situations. The 20 packets require instructor supervision and may be completed in between 2 to 6 hours.

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III. Leased a mobile career planning lab to expand services within the city and to reach out to rural communities in the southeast Nebraska area.

A. Provided operational expenses under the vehicle lease.

B. Provided salary and benefits on a time equivalent basis to the current center staff for the operation of the mobile unit.

C. Provided software materials necessary to equip the mobile planning lab.

D. Leased audio-visual equipment necessary to provide services to clients using the mobile unit facilities.

IV. Planned, promoted and provided a community career planning workshop for young adults entitled "Getting It Together." (Information following in section III.)

V. Jointly sponsored mobile unit "open house" for individuals within the city and the southeastern counties.

The mobile career planning unit has only made its debut through the program and will be increasingly expanding services within the 15-county area.

The college is committed to maintaining the program as it currently exists after the federal council support is completed.

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Conference for Young Adults: "Getting It Together":

The conference for young adults, held on November 4, 1978, was a collaborative effort between the EWC and Lincoln Action Program (LAP). The youth coordinator of LAP submitted a proposal to the council at the annual meeting in July outlining conference objectives, proposed activities and expected results. The council unanimously supported the project.

The conference was geared toward individuals 16 and older. Its main purpose was to assist young people to deal with the realities and responsibilities of their total lives, with an emphasis on employment.

The LAP youth coordinator formed a youth group consisting of a cross-section of young adults within the community. The committee met on at least 8 occasions to discuss all aspects of life issues facing them and to make suggestions about how these issues could be addressed through the conference.

Through the meetings the committee reaffirmed that young people are lacking information about the services available to them, career alternatives, job seeking skills, and their responsibility for finding assistance.

In order to address these needs, seven categories were developed to be presented during the conference:

1. Education, Training and Jobs
2. Legal Rights and Responsibilities
3. Personal Relationships

4. Leisure Time
5. Health
6. Daily Living Skills
7. Emergency Care

Resource information pertaining to these categories was gathered from approximately 90 agencies, institutions and businesses. Ten door prizes were contributed through various community resources.

Conference resource people served on a volunteer basis and were representative of the following organizations:

1. Malone Community Center
2. Nebraska Wesleyan University
3. Nebraska Indian Commission
4. University of Nebraska
5. Lincoln/Lancaster Mental Health Center
6. Survival Skills Training Center
7. Job Service
8. Southeast Community College

The agenda was as follows:

Browse and Bag It:	Information Gathering (displayed brochures, booklets, etc.)
Getting Together:	Talking Over What is Going to Happen

I am Somebody!: Coping with Yourself and Others
Break: Judo and Karate Talk and Demonstration
Making it From A-Z: Daily Surviving Skills
The Job Scene: How to Seek and Keep a Job
Where Do I Go From Here?

The bulk of resource information was provided free of charge through the various agencies. The major expense of the conference was incurred through advertising costs. Advertising sources consisted of brochures, posters, radio announcements and newspaper ads. Other costs included facility rental and various desk top supplies.

Lincoln Action Program provided an in-kind match through staff support and miscellaneous supplies. The LAP staff provided the following services: clerical, pick-up and delivery of resource materials, distribution of posters, brochures, and set-up and disassembly of materials. On the day of the event, six staff persons helped in the workshop delivery.

The resource materials not used at the workshop will be displayed and distributed at the Southeast Community College Career Planning Conference which will take place in mid-spring.

CHRONOLOGY OF SIGNIFICANT EVENTS

January 4, 1978	Full EWC meeting
February 9, 1978	Data review committee meeting
February 22, 1978	Legal counsel tax review meeting
March 6, 1978	Implementation of Community Employers' Services Unit
March 8, 1978	CESU - first board meeting
March 22, 1978	Implementation of Counselor Needs Assessment
March 28, 1978	Full EWC meeting
April 24, 1978	EWC officers meeting
May 4, 1978	Youthwork proposal development meeting; CESU board meeting
May 9, 1978	Full EWC meeting
June 2, 1978	Legal counsel: merging of EWC - ESU
June 6, 1978	EWC officer meeting
June 13, 1978	CESU board meeting
June 17, 1978	National Employment Conference, Washington, D.C. Attended by EWC youth representative
July 18, 1978	Southeast Community College meeting: expansion of career planning services

July 31, 1978	EWC annual meeting
August 3, 1978	CETA: youth proposal selection
August 30, 1978	EWC officers meeting
September, 1978	Planning for youth conference co-sponsored by EWC and Lincoln Action Program Meetings with conference resource people
October, 1978	Youth conference arrangements EWC officers meeting Lease of career van
November 4, 1978	Youth conference
November and December, 1978	Promotional efforts advertising career planning van EWC officers meeting
January and February, 1979	Final report Legal counsel tax review meeting CESU board meeting

IV. Major Problems:

The major problems which had impact on the council are as follows:

1. The magnitude of the concept;
2. The council as it perceived its role in relation to the concept; and
3. The council as it perceived its role in relation to program staff.

The issue of concept magnitude cannot in reality be separated from the other two problems as identified above. Each had a direct effect on the other.

The theory as offered in The Boundless Resource conceptualized the formation of a group of community leaders, representing a broad cross-section of organizations, to identify and contribute to the resolution of youth school-to-work transition problems. The concept suggested an active role for council members.

[illegible]dividuals did come together but the process of relating a general concept to local change was somewhat overwhelming. Most members accept the assumption that youth do encounter transitional difficulties in moving from an educational environment into the work world, but relating this problem to local circumstances or to the council's purpose resulted in confusion.

When confronted with such a broad, theoretical concept, individuals generally try to define it in practical terms by narrowing its parameters. The definition process proved to be difficult. The result was that the membership were unable to specify their individual and collective responsibilities.

They chose, rather, to accept a familiar role. The council became an advisory group. It did not adopt organization, planning and implementation functions. Consequently, many members felt that it was the responsibility of program staff to define and address specific goals and objectives. The approach was in conflict with the overall collaborative process as put forth in The Boundless Resource.

It must be stressed, however, that although the "ideal" level of collaboration as reflected in the Wirtz concept was not totally achieved, efforts to expand and strengthen community relations will continue to be pursued through this process.

V. Budget Summary:

A budget summary chart follows this page.

VI. Plans For The Future:

The ESU program was designed in anticipation of the completion of the council's federal funding. The two programs were closely coordinated, resulting eventually in the ESU and EWC merger in September of 1978. The merger succeeded in expanding the target population, the geographical area to be served and the service delivery systems.

V. BUDGET SUMMARY

	Percent
I. Salaries and Benefits for the Following Positions (TOTAL)	57%
Program Administrator	59%
Assistant Administrator (2 months)	7%
Secretary	23%
Benefits	11%
II. Staff Travel and Per Diem (TOTAL)	2%
In-State	41%
Out-of-State	59%
III. Office Operations (Telephone, postage, equipment, photocopy, space, materials, etc.)	2%
IV. Council Expenses (Costs related to council meetings, supported activities, travel and per diem, document production, leasing equipment, etc.)	21%
V. Consultants for: Advise and counsel, research, reports, etc.	9%
VI. Overhead at 15% of Personnel Costs	9%
TOTAL	100%

The expansion is best described through the articles of incorporation:

> "This corporation is organized and shall be operated for charitable, scientific and educational purposes, and specifically to develop, support and coordinate programs and processes which will facilitate the transition of people to productive roles within the community to be served, to conduct a continuing analysis to determine needs and opportunities to enhance the transition of people to productive roles utilizing local, state and national information and resources to seek and administer grants and other funding which will further the objectives of the corporation, to identify the linkage between educational institutions, social service agencies and the employers to bridge the gap between work and education for work, and for such other purposes as are authorized by the laws of the State of Nebraska and not prohibited by the Nebraska Non-Profit Corporation Act nor by Section 501(c)(3) of the Internal Revenue Code of the United States of America, or acts amendatory thereof or supplementary thereto."

In the initial planning stages CETA and EWC determined that all representatives of the private sector and labor unions serving on the EWC would also be asked to serve on the ESU board of directors. Thus, six of the twelve-member ESU board were also EWC members.

As the ESU began to develop, the board and staff determined that board representation should be expanded to include community organizations. Current membership is comprised of individuals representing business, industry, the Chamber of Commerce, urban development and the community college. The current composition is therefore parallel to the council's.

Financial support was also taken into consideration during the initial ESU planning stages. Consolidation of goals and objectives allowed the programs to become one, both operationally and fiscally.

Currently, program funding is provided by Lincoln CETA. The ESU's nonprofit corporation status also allows for funding activities through local, state and national resources.

The relationship of this organization with the national EWC consortium councils should center upon the sharing of information relating to operational activities and resources.

Any information sought by individuals interested in creating an EWC should contact Southeast Community College, for the current program administrator will not hold a position in the ESU.

VII. Available Documents:

The following documents were produced under the sponsorship of the Education/Work Council:

1. Southeast Nebraska Youth Profile:
   Prepared by the University of Nebraska - Bureau of Business Research; data reflects demographics, employment, unemployment, school enrollment, training program enrollment, health (drugs, alcohol, mental health).
2. Community Survey: Determining Existing Youth Services:
   Survey instruments prepared by program staff, compilation and analysis of data prepared by Selection Research Inc. Population surveyed: educational institutions, social service organizations, employers, and youth.
3. Counselor Needs Assessment: Lincoln Public School System:
   Prepared and compiled by program staff. Junior and senior high counselors surveyed. Data addresses counseling categories, labor trends, placement, job requirements, social services.

4. Hands-on Exploratory Packets: A series of 20, flexible-use modules which simulate workplace activities and skills requirements. Topics addressed by the modules range from electronics technology to surgical technology to welding.

Charges for these resources consist of duplication and postage costs. All information can be obtained through Southeast Community College.

VIII. Institutional Impact:

The council influenced a significant expansion within the community college which will have impact on the total southeast Nebraska region. The expansion occurred through the Career Planning Program. A detailed account of specific contributions is reflected in section II of this report.

The overall impact of the career planning efforts is difficult to measure at this time. We can only assume that in the rural areas where career planning information is limited or non-existent, a noticeable level of awareness will surface.

Another area of impact has appeared through the Employers' Services Unit. The unit has provided the business community with a centralized coordinating resource able to address training and human resource needs. The impact of the effort can be measured through the number of training programs developed to meet employers' needs, the workshops designed to inform employers of CETA services, and the overall collaborative processes developed between educational institutions and employers.

The development of a Community Center is currently on the drawing board. The center would house representatives from human resource organizations (CETA, WIN, Job Service, etc.) and educational institutions. The ESU will provide a major influence, representing and coordinating private sector needs in relation to center services.

IX. Personal Comments:

A. In my opinion the concept was of such magnitude that it was difficult to define product objectives necessary for program operation. It appears that individuals feel much more comfortable with and better able to relate to a program which provides specifics and structure.

B. The major problem with the funding approach was its lack of stability. Initially the college was awarded an eight month contract with only the possibility of second year funding. As the first funding period neared completion and while AACJC continued to negotiate with DOL for second year funding, the program received a no-cost, three month extension. During the last week of the extension, second year funding was approved. Third year funding deliberations began late in the second year. To more evenly match completion dates for all councils sponsored by the three separate national groups, the AACJC councils received a three month extension. The extension provided additional funds. Very late in the second year, DOL agreed to third year funding.

While the federal government's three-year commitment to the project is commendable, its uncertainty about funding had a negative, enervating effort. The council was never sure how long it would be supported. Commitment and growth were difficult to maintain under these circumstances. A firm, long-term funding agreement (from 2 to 3 years) would have produced the best conditions for testing the program.

C. The organizational pattern (DOL - AACJC - college - council) worked well for the Nebraska program. The turn around for reimbursements from AACJC was timely and efficient.

D. It is unlikely that an EWC would have been formed without the aid of federal funding or prior demonstration data.

E. The community has benefited from the council in the sense that it provided to a broadly-representative group a vehicle through which information could be exchanged. It also stimulated a process of communication which will advance collaborative efforts within the community.

F. While the idea of a national consortium of Education-Work Councils makes excellent sense, its management was uncertain. Communications from the consortium sponsor (National Manpower Institute) were sometimes confused and special attention seemed to be allotted to the Institute's sites at the expense of the National Alliance of Business and AACJC councils.

Communication did improve between all parties involved during the second year, but the simple sharing of information does not produce a collaborative product. All partners should have equal input on all matters, equal recognition and equal responsibility.

COMMUNITY-EDUCATION WORK COUNCIL OF NORTHWESTERN VERMONT, INC.
ST. ALBANS, VERMONT

MICHELE FERLAND
EXECUTIVE DIRECTOR

ROBERT GILLIS, COUNCIL CHAIRPERSON
EXECUTIVE VICE PRESIDENT
FRANKLIN-LAMOILLE BANK
ST. ALBANS, VERMONT

I. Demography:

The two counties served by the Community Education-Work Council of Northwestern Vermont represent traditional Vermont, with its green, rolling landscape. There is a liberal scattering of small farms, dirt roads and beautiful farmsteads. Evenly distributed throughout this landscape are small villages, many of which still center around village greens. Dairy farms dominate the scene, while the numerous sugar houses and draft horses attest to the importance of the spring maple syrup crop.

Behind the backdrop, there is in reality a fairly stagnant economy, declining family farms, and a great need for stimulus to small manufacturing industries and to medical, educational and social services. That beautiful, restful, diverse facade seen by the tourist masks economic depression and unemployment only recently showing trends of slight improvement.

Franklin and Grand Isle counties lie in the northwestern corner of Vermont, bounded on the north by the Canadian province of Quebec, on the west by Lake Champlain, to the east by mountains, and to the south by the fertile lowlands of Lake Champlain. The region is only 1 1/2 hours drive south of Montreal, and 5 hours north of Boston, a location of significance in forecasting future development in this area. Lying some distance to the southeast of the area is the main ski resort district associated with the town of Stowe, while on the northeastern periphery is the ski area of Jay Peak. One major town, St. Albans, with a population of 10,000, provides an urban focal center for this region.

In 1970 the population of Vermont was 450,000, showing a 14% increase over the previous decade, while the area covered by the council has a population of about 35,000, showing an increase of about 7% in the same period. Over 80% of this population was born locally, and the desire is high to remain near home to find employment within the region. The dropout rate of high school students is very high and a large percentage of the present high school population (about 3,500) will swell local unemployment. Of people under the age of 25 in the job market 11% are listed as unemployed, an underestimate. Skill training is needed, despite the facilities provided by the two vocational departments serving the five high schools.

Despite the apparent dominance of agriculture in the landscape, it is of significance to note the high diversity of the occupational structure of the region because this provides a broad base for stable economic development. Yet, industries are showing only slow growth, and transport costs to and from the region are high. Salaries are low, averaging only $7,000 per annum and

14% of the total work force commute to Chittenden County where salaries are higher and job opportunities better. Within the region 15% of people in the labor market are classified as being in poverty.

The large unskilled labor pool, and high unemployment place an enormous strain on medical and social services, as well as on available post high-school education and adult education.*

A demongraphics chart follows this page.

II. The Council:

A. In March 1977 the Community College of Vermont (CCV) entered a contract with the American Association of Community and Junior Colleges (AACJC) to sponsor a Community Education Work Council. Between March and September 1977 the project was fully enmeshed in the on-going activities of the college. During that summer, the original project administrator resigned and on September 1, the new (and present) administrator was hired. This marked the beginning of the council's move toward autonomy from the college.

Between March 1977 and July 1978, the council staff consisted of the project administrator and partial time commitments from CCV learning services coordinators. Numerous conflicts were faced due to the double responsibilities of the learning services coordinators. They were college employees, thus their primary

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*This material was adapted from "Vermont: Change Within Tradition," Jean R. Flack, Enosburg Falls, Vermont, 1978.

DEMOGRAPHICS

Community Education-Work Council of Northwestern Vermont, Inc.				Counties	
				Franklin	Grand Isle
1. Population (in thousands)				32.8	4.0
2. % Unemployment				8.7	29.8
3. Median Family Income				8180	8803
4. Per Capita Income				2657	2694
5. % of Families Below Low Income				12.2	11.5
6. Labor Supply (in thousands)				11.6	1.3
7. Labor Distribution (% in major areas)					
Industry	Manufacturing			25.6	16.1
	Construction				
	Educational Services				
	Services				
	Wholesale/Retail			17.1	
White Collar	Professional/Managerial			21.4	18.9
	Sales/Clerical			17.9	17.4
	Government			13.5	18.6
	Craftsmen/Foremen				13.1
8. % of Land in Farms				60.5	58.1
9. Population Density per square mile				28	43
10. % Urban				0	0
11. % Labor Force Working OUtside County				16.3	34.3
12. Median Age				26.0	29.2
13. Median School Years Completed (25 yrs. & older)				12.2	11.7
14. % Minority				>1	>1
15. Educ. Facilities	Elementary/ Secondary	Figures include Grand Isle	Public	24	
			Private	0	See Franklin
	Post Secondary		Public	1	
			Private	0	

duties were to complete college functions. When time was available they gave it to the project. The project director worked full-time for the council. For this reason, her responsibilities were not divided. The conflicts were resolved in July 1978 when the learning services coordinators were relieved of all duties and responsibilities to the council. As of April1978 the council was fully incorporated, further establishing its autonomy from the college, although the fiscal ties were not ultimately severed until January 1979.

The original council leadership consisted of 6-7 community members from various sectors. During the summer 1977, two of the most active persons, including the council chairperson, left their jobs and moved to other areas. In addition, due in great part to the absence of a project administrator that summer, a number of other members became disillusioned with the project and grew extremely cynical. Some of them publicly expressed their cynicism, inhibiting the program's fresh start with a new administrator.

In October 1977, a new chairperson was elected. Together with the new administrator and guidance from Washington, a clearer vision emerged as to how the council could progress. In March, a full board of directors was elected and a program consultant was hired to assist the project administrator.

B. The council consists of a board of directors made up of the vice president of a local bank, a vocational instructor with 15 years of experience in private industry, and a lawyer with considerable ties with the local schools and the economic development group. All three are respected members of the community who are in positions of considerable influence.

For a long period the council suffered from the lack of an active committee structure. This structure emerged, however, in late 1978 and is presently the mainstay of the council. A description of the four active committees follows:

1. Training Coordinating Committee:

This committee consists of: the vice-president of a local bank (not the council president) who is also the president of the Target Area Development Corporation (economic development); a representative of the State Office of Economic Development; the Bellows Free Academy (St. Albans) High School vocational director; a high level official of the railroad who is also a trustee of Bellows Free Academy; the County Extension agent who is also the President of the Target Area Action Program; and an area manufacturer. This committee is described in detail in section III of this report.

2. Career Education Committee:

Fifty percent of this committee represents private industry (with one of these on the State Board of Education) while the other fifty percent is from the public sector.

3. Committee to Research the Need for and Feasibility of a Technical College:

This committee is led by a vocational educator (council board member) and also consists of the council program consultant who is a geographer by profession, a retired businessman who is also a former mayor of St. Albans, and a research assistant hired by the council.

4. Advisory Committee to the BFA Vocational Center:

Presently, input is being solicited from all members, but soon a specific group will be asked to provide leadership.

C. Council membership has been and remains open to all who wish to join. Some have left due to professional changes or loss of interest, but many more have joined to participate in one or a variety of council activities. During the latter part of 1978, the need for greater private sector representation grew, but uncertainty about future funding made the board reluctant to solicit new membership. Currently this area is where the council is experiencing the greatest growth.

D. Initially, council members relied on the project administrator to provide guidance on the group's direction and to make specific activities suggestions to fulfill objectives. As the executive board grew to understand the full program concept and became better versed in the variety of areas in which the council was becoming involved, it began to issue more directives to the administrator. Progressively, more members became involved and the emergence of a strong committee structure even further reduced the active leadership role of the administrator.

Originally, council members expected that all of the work would be carried out by the paid staff. Although there is still a heavy dependence on the administrative staff and the services of expert consultants, there is a sophisticated understanding of the active role which each council member can play, as a natural extension of his or her job. The role of volunteers, those "donated" by schools, government or private industry and those who simply want to give some of their free time to the council, is rapidly expanding.

E. The key to the success of the council in its developmental stages rested in the make-up of the executive board. Not only are two of the three board members respected and influential professionals in the private sector, but the third is a concerned educator with a substantial background in private industry. None of the three has the traditional "turfs" to protect and all have sought on their own, prior to the existence of the council, to affect some sort of cross-discipline collaboration.

The council suffered greatly by the lack of sufficient private sector representatives. When refunding became a strong possibility, this trend was reversed.

A chart depicting the council's membership follows this page.

COUNCIL MEMBERSHIP	Full Council		Governing Board	
	#s	%	#s	%
Education (TOTAL)	24.	34.3	1	33.3
Elementary/Secondary (TOTAL)	23	96.0		
. Public	18			
. Private	0			
. Technical	5		1	
Higher Education (TOTAL)	1	4.0		
. Public	1			
. Private	0			
. Technical	0			
Business (TOTAL)	26	37.1	2	67.7
Manufacturing	17			
Commercial (banking, insurance, etc.)	7		1	
Professional (doctor, lawyer, etc.)	1		1	
Service (stores, service stations, etc.)	1			
Other (identify)				
Government (TOTAL)	15	21.4		
Local (identify services) Chamber of Commerce	1			
State (identify services) Extension Service, Welfare, Ec. Develop.	7			
Other (identify) CETA, OEO, Dept. of Employ. Security, Eco. Devel. Adm.	7			
Organized Labor Unions (identify)	0	0		
Youth (identify groups they represent) Juvenile Justice and Delinquency Prevention Advisory Group	1	1.4		
Associations (identify) PTA	1	1.4		
Median (identify) Newspaper	1	1.4		
Community People	2	2.9		
TOTALS	70	99.9	3	100.00

III. Major Council Activities:

A. The council's Training Coordinating Committee, officially a subpart of the CEWC, was formed as a collaborative effort between the CEWC, the State Office of Economic Development, the Target Area Action Program (TAAP), the Target Area Development Corporation (TADC) and BFA Vocational Education. Its authority is a result of the Governor's mandate to the State Office of Economic Development to coordinate all local, state and federal training in Franklin and Grand Isle counties. The State Office of Economic Development in turn has chosen the CEWC as its arm to carry out this mandate locally. TAAP and TADC view this committee as an extension of their own mandates.

The committee, in effect, functions as the clearinghouse for all training programs which assist new and expanding industries in meeting their labor needs. Working with the Department of Employment Security, the State Office of Economic Development makes the initial contact with the industry to identify in exact terms what the future labor needs of the industry will be. The committee then calls upon the various training providers, including but not limited to CETA, Apprenticeship and Training, Vocational Education, and the Employment Security administered OJT and WIN programs, to see which program or combination of programs will most effectively meet the industry labor needs. A comprehensive training "package" is then offered to the industry for negotiations.

This activity addresses a variety of problems. Access to new and expanding industries by the providers of training is assured and facilitated. Multiple approaches to an industry by these various groups are avoided. The Vocational Department is assured up-to-date information on future employment openings and can therefore design programs which will meet these new demands.

This problem was identified at the local level through interactions which took place at council meetings and at the state level by the Governor. Training providers themselves were asking for a vehicle for better coordination and assistance in gaining access to the industries.

The main problem so far relates to a feeling on the part of some of the training providers that the committee will inhibit their ability to vigorously pursue a potential client. The problem of "turf" emerges as the committee makes more visible the activities of each party.

This activity is an on-going responsibility of the council. It will be more active in times of industrial growth when new jobs are rapidly being produced.

B. The council Career Education Committee was formed for the expressed purpose of preparing and submitting a proposal to the National Alliance of Business (NAB) for a Career Guidance Institute. The Institute has been fully designed by the committee and a consultant. The written proposal has been prepared by the consultant.

The council has received every indication that the proposal will be approved and NAB funds will be awarded. If funds are not approved, the committee will make every attempt to implement the Institute with other resources.

It is almost universally accepted that there is widespread lack of communication and contact between business people and educators. Through over a year of council meetings, this position has been repeatedly expressed by all sectors. The Institute seeks to give educators a greater awareness of businesses and to give businesses a chance to learn more about the educational process. The Institute is also designed to give graduate credit to participants. Only a handful of graduate courses are offered in Franklin County through off-campus courses set up by schools in other counties.

More than 2/3 of the Institute's total cost will come from the local area, especially in the form of in-kind materials and services. The consultant has been paid by the CEWC to form the committee and prepare and submit the proposal to NAB. This consultant will donate a small amount of time during the last minute preparation for the Institute (which is scheduled to take place in August), but the major organizational responsibilities will fall with the CEWC director, the committee members and the trainer who will be hired. A number of committee members have made substantial time commitments, both from their free time and also as donated time by the companies and institutions for which they work.

The project is designed to act as a model/catalyst for future career education activities. Various committee members have strong commitments to career education and see the council as the vehicle to apply them.

C. The CEWC was asked in 1977 to review and contribute ideas to the Bellows Free Academy Vocational Center Plan. At that time the council offered only limited input. The annual plan is about to be reviewed again. The council expects to be much more active this time in contributing to discussions.

The need for a committee of persons outside of the school system, especially businesspeople, to review the Vocational Center plan increases during periods of industrial growth. When changes are occurring in the area labor needs, the Vocational Center must be helped into a position where it can learn of these changes so that programs can be designed in time to meet new needs.

There is also a great need for area business people to be more aware of the skills and attitudes of young people entering the labor market. Strong school/business ties will encourage businesses to seek employees in the local area as opposed to looking for them outside the area.

The major problem with this activity has been to find persons who are willing to donate a significant amount of time, enough to become sufficiently familiar with the operations and future plans of the Vocational Center, to contribute constructive input.

All parties are still in the process of learning the best procedures for obtaining this input.

When the core advisory group has been fully identified and the members have had some experience reviewing the 1980 plan, the future tasks and responsibilities of the group will be developed. There are a variety of ways in which the Training Coordinating Committee can interface with the BFA Vocational Advisory Committee and these will be explored.

D. Since October 1977, the council has sponsored a variety of discussion forums, including discussions on CETA, the Vocational Center, the Skills Training Improvement Program (STIP) and the needs of small businesses in Franklin and Grand Isle counties. All board meetings and council meetings are significant discussion forums in themselves, especially given the size of the community. All meeting minutes are mailed to over 70 persons, greatly expanding the audience. The consortium conference hosted by the council in August 1978 provided an opportunity for CEWC members to meet people from other parts of the state and from other states.

Despite the relatively low population of the area covered by the council, communication between the various sectors has often been inadequate. In part this is a result of the rural nature of the area where travel is extremely difficult due to harsh winter weather conditions and an almost total lack of public transportation. (Of the 18 towns in the county, bus service exists only between two, St. Albans and Swanton).

Had there been more council staff time, a monthly council newsletter would have been published. Because this did not happen, the flow of written information has been less than it should have been.

The council has made a commitment to publish a monthly newsletter and to hold more public discussion forums. Even with reduced consultant time, this will be made possible through greatly increased council member assistance.

E. Youth Survey: A comprehensive survey instrument was drafted by the council staff and reviewed by the membership. This survey was designed to identify what young people perceive is available to them in school and in the community and also to pinpoint their aspirations. This survey was initially rejected by educators as being too personal. As a result, it was decided that the administration of the survey would be done exclusively by the council staff and only during after-school hours. Gradually, school administration attitudes changed and it was agreed that the survey would be administered by teachers and guidance counselors during school time. Many surveys, to date, have been administered and received preliminary review. The rest will be administered within the next few months and the final results will be programmed in the University of Vermont computers.

Most council members have expressed a lack of awareness of what young people are thinking. They wanted to identify more accurately what young people perceive their needs to be and what plans they have for future education and employment.

F. The Council's research into the need for a technical college is a fairly recent activity. The impetus has come as a result of the considerable knowledge gained by the council members over the past two years. In addition, announcement was recently made that the U.S. Air Force Radar Base in St. Albans is being disbanded and will soon be available for another occupant. Presently, research emphasis is being put on potential costs, documentation of need, anticipated success and appropriateness of the base as the sight for a technical college.

Vermont has only one technical college, located in southern Vermont. Each year this school is quickly filled to capacity and many qualified students are turned away. This is known through the direct experience of vocational educators in the county. Vermont Technical College has been highly successful with close to 100% of its students going on to jobs immediately upon graduation. The average salary of these graduates is well above the average salary of the whole labor force in Franklin County. These facts all contribute to the likelihood of a second technical college being successful and contributing greatly to the Franklin-Grand Isle communities.

G. A former mayor of St. Albans, and now council member, has been recruited to organize a project for this summer whereby young people are set up in jobs with private employers. This project, although similar in many ways to the NAB sponsored Vocational Exploration Program, differs in that young people of all socio-economic backgrounds will be served, not only those who are CETA eligible.

The primary problem that this activity addresses is the limited awareness that many young people have of what is involved in a variety of jobs and careers. The objective is to give young people exposure to a variety of jobs rather than to set them up in just one job with the only obvious goal being to earn money. The preliminary fundings of the youth survey show that few young people have had adequate exposure to jobs to make healthy career choices.

H. Chronology of Major Council Activities:

October 5, 1977 - Steering committee meeting
November 10 - Steering committee meeting
January 30, 1978 - Steering committee meeting
February 23 - Steering committee meeting
March 8 - Steering committee meeting
March 9 - Full council meeting
March 20 - Full council meeting
March 21 - Board of directors elected

April 5, 1978 - Board meeting

April 14 - Board meeting

April 17 - Council becomes incorporated

April 20 - Board meeting

May - Council-developed Vocational Agriculture Survey prepared for distribution at High School

May - Completion of issue paper "Change Within Tradition" for submission to AACJC

May 14 - Board meeting

May 17 - Skills Training Improvement Program (STIP) forum

June 9 - Full council meeting

June 23 - Board meeting

June 29 - Second CEWC-sponsored STIP forum

July - Purchase of computer software for Mississippi Valley Union High School

July 10 - Board meeting

July 26 - Board meeting

July - Council director reappointed by Secretary of Human Services to CETA Northwest Regional Advisory Council

August 11, 1978 - Board meeting

August 15-18 - CEWC hosts Education-Work Council Consortium Conference in Burlington; Governor Snelling expresses support for Vermont council

September - Council begins supervision of VISTA volunteers working on youth activities

September 13 - Board meeting

September 27 - Board meeting

September 27 - CEWC-sponsored CETA forum

September - CEWC formally decides to separate Community College of Vermont

September - Initial administration of youth survey

October 11 - Board meeting

October 23 - Mailing of two proposals for Economic Development Interns

October 25 - CEWC-sponsored forum for discussion on Bellows Free Academy High School, Vocational Education Program

November 8 - Board meeting

January 1, 1979 - Council officially separates from Community College of Vermont

January 10, 1979 - Board meeting

January 29 - Full council meeting

January - Agreement with State Office of Economic Development to develop local committee to coordinate training for new and expanding industry.

January - Decision to hire consultant to organize CEWC Career Education Committee and submit proposal to National Alliance of Business for Career Guidance Institute

IV. Major Problems:

A. Initially, one of the most difficult problems the program faced stemmed from the fact that it was initiated primarily by individuals at the state and federal levels, rather than by local persons. Realistically, however, the inertia which the collaborative process seeks to overcome makes it likely that a local initiative would not have occurred without this outside stimulus. The first major hurdle for the project staff was to convince the community that a community education-work council was needed.

B. Substantial differences existed between the perceptions which the college had of the project and those of the intermediary. From the start, CCV saw the council as an integral part of the on-going activities of the college. Until September 1977 when the new director was hired, the full council staff had primary responsibility to the college's learning services and only secondary and unclear responsibility to the council project. The role of the council members themselves was unclear at best and, in retrospect, was caste to be more advisory than active.

In short, the council was unable to develop and assert its own identify until it became fully autonomous. The members became motivated to take active, leadership roles only when complete detachment from the college occurred.

C. A question asked by many persons during the first year related to the council's authority. The original design seemed to assume that a group made up of all the right people would automatically be legitimate. Although in the long run this did in fact become true, initially it caused considerable concern. Members were timid in asserting themselves, questioning the authority of the structure backing them. Agencies and organizations which were being encouraged to collaborate dragged their feet, raising, as an excuse, the question of council authority.

D. Understanding the specific role which each member was to play was probably the most difficult obstacle encountered in the development of the council. Initially, most asked of the staff, "What do you want us to do?" This question confused the director as she had been geared to follow the council's agenda, not create it. Progress was made when the council members developed a plan for the activities in which it would become involved.

A second series of problems developed when it became clear that the members expected these activities to be carried out almost exclusively by the staff. The staff not only perceived this as inappropriate within the guidelines of the collaborative concept, but also knew that it hadn't been given the capability, in terms of time, expertise, etc., to carry out the activities. The council still saw itself in more of an advisory capacity.

It was not until the latter stages of development that a significant number of members started understanding their full responsibilities and the way in which the council could act as a vehicle for carrying out their own programs and ideas.

A subpart of this problem existed in the feelings of some community people that the council was set up to be a "watch dog" organization.

E. Uncertainty about future funding made the board reluctant to make many long term commitments. Particularly significant was its hesitancy in soliciting additional private sector membership.

F. The fact that the second project administrator was a newcomer to the community was both an asset and a liability. The liabilities related primarily to the need for time to become familiar with the area. Many members had little patience with this need because they had already gone through a "breaking in" period with the first project administrator. The second problem related to the initial interests of the administrator. She placed too heavy an emphasis on changing existing circumstances rather than creating something new and positive. To a great extent, the philosophy of the council encouraged this trouble-shooting approach.

V. Budget Summary:

A chart showing percentages of council expenditures follows this page:

VI. The Future:

A. The council expects to maintain its autonomy, gained when it separated from the college and incorporated. It is, however, in the process of negotiating with the Target Area Action Program and Development Corporation to share office space. Already, the council provides a service to TAAP/TADC through the committee to coordinate training. No other major changes are expected to occur.

B. The future agenda is, for the most part, an expansion of the programs and projects now in progress. These are covered in detail in section III of this report. In addition to the ongoing activities, the council will continue to do research in new areas which are related to employment and education. For instance, various members have expressed an interest in researching the

V. BUDGET SUMMARY

	Percent
I. Salaries and Benefits for the Following Positions (TOTAL)	47.
Director	
Secretary	
College becoming support staff	
II. Staff Travel and Per Diem (TOTAL)	5.0
In-State 3%	
Out-of-State 2%	
III. Office Operations (Telephone, postage, equipment, photocopy, space, materials, etc.)	10.0
IV. Council Expenses (Costs related to council meetings, supported activities, travel and per diem, document production, leasing equipment, etc.)	6.0
V. Consultants for: Survey Assistance, technical college research, small business survey, and on-going program assistance Advise and counsel, research, reports, etc.	20.0
VI. Overhead at 15%	12.0
TOTAL	100.00

adequacy of day care facilities in the area and the effects of women entering the job market. Contact has been made with the chairperson of the Governor's Commission on the Status of Women, and there is a possibility that CETA funds for displaced homemakers might be made available to the council.

Major improvements are planned in the area of publicizing council activities and relevent issues relating to education, work and youth. Plans include the production of a council newsletter each month. In addition, increased exposure through the press is being sought. The council feels that the act of raising issues, in and of itself, is very important.

The council has not had adequate funding to support a staff sufficient to carry out all of its activities. A concerted effort will be made to establish a more secure financial base, one which will provide greater resources and will still allow the council to exist and develop as freely as it has been allowed to in the past.

C. With regards to membership, the council is still working toward greater private sector representation and active participation. Many of the council activities allow persons from the public sector to participate as a natural out-growth of their work. This natural connection is not so obvious with business persons whose time, in financial terms, is considered to be more valuable.

All members are being urged to participate in an active way and are being offered the committee vehicle to do so.

D. Various funding strategies are being pursued. They include:

1. Efforts to encourage state level funding sources to contribute to the council. These might include: career education, economic development, CETA (particularly the Governor's grant) and vocational education.

2. Equal emphasis will be placed on private sector donations in the form of funds, donated personnel, and donated supplies, space, etc. It is entirely possible that at some point the council director will be a person on leave from a private company and support staff will be provided by CETA and other state offices.

3. Through the participation by the council director on the Work-Education Consortium Steering Committee, funds from other sources will be actively sought. These may include HEW, Commerce, DOL departments other than the Office of Youth Programs, the National Association of Industry Education Councils, EDA, etc.

VII. Institutional Impact:

Regarding the impact of the CEWC on the college, there is now an apparent decline in the college's inclination to sponsor activities that do not fit precisely within its on-going program. This is due, in part, to the particular philosophy of the new college president which contrasts somewhat with that of the previous president. The council's insistence that it be autonomous reduced the more visible benefits that the college might have accrued from being its sponsor. The college also felt, especially after the council incorporated, that it had considerable responsibility, yet unclear authority.

Although the council has established the Committee to Coordinate Training and has assumed the role of advisory body to Bellows Free Academy, these activities are so young that they have still to prove their impact on the institutions which participate in them.

With regard to the Committee to Coordinate Training, however, three significant changes have already occurred, even though the impact of these changes may not be visible for a number of months. Through this committee the Target Area Development Corporation has, in effect, expanded its mandate, causing it to take more responsibility for the development of training programs which are needed to give Vermonters a chance to compete for the new jobs which are open as a result of industrial development.

Second, the State Office of Economic Development has recognized and supported for the first time a local effort to coordinate training programs, most of which are funded at the federal and state levels. Until now, this office has assumed all responsibility for coordination and has had no particular vehicle for local input.

Third, the enthusiastic willingness of most training institutions to participate shows that this committee has been successful in helping these groups understand and appreciate the benefits of an active collaborative effort. As a model for collaborative activity, it has performed a valuable function.

Further, as a member of the CETA Northwest Regional Advisory Council, the CEWC director not only funnels information about CETA to the council but also brings considerable information from the CEWC to this CETA council. This exchange is particularly significant with regard to the thoughts and plans of the private sector, a group which typically has not participated in the CETA advisory process.

Although the director is not a formal member of any other advisory group, in reality her role as staff to the many council groups makes her an important agent for idea exchange between these groups. This is made especially significant because of the extensive cross-membership which exists between groups. In short, practically every council member, and in particular the more active members, sits on at least 2 or 3 other boards and advisory groups, most of which are directly related to work and education.

The CEWC has a strong working relationship with the local and state economic development groups and with the area vocational center. Membership in the economic development group includes practically every significant business person in the area. Working with the area vocational center gives the council the ability to link young people with economic growth.

VIII. Personal Assessments:

A. One person's understanding of the collaborative ideal is likely to be different from another person's perception of it.

In fact, within the membership of the CEWC itself, there exists a variety of ideas about how the collaborative process should function.

Generally, the differences lie within members' expectations of the staff. Some perceive that the membership exists to advise and assist the staff in carrying out activities related to work and education, ones not necessarily designed to bring the two worlds closer together. Some members see their role as primarily advisory, but understand the need for the council to sponsor activities which are collaborative in nature, activities which require participation from a variety of sectors, thus bringing these sectors together. The rest espouse the theory that the real collaborative ideal requires active participation by the members in every step of the process. These people see the council as a natural extension of their own work. For them there is no need for a council director, only a council administrator. Instead of the council advising the staff on the program, the staff advises the council on strategies and methods, and then assists in carrying these out. This method appears to require an enormous amount of members' time, which is initially perceived as time added on to an already full day's work. As an understanding of the process grows, members see that this "donated" time can be fit into their work schedules. In the final analysis, there is no additional time commitment and ideally there is increased effectiveness.

As director, I have worked toward this final ideal. I have recognized, however, that this final stage is not likely to be fully reached within the first year, or even within the second year. Hence, the concept is weak to the extent that communities are forced to reach the ideal before they are ready.

The second area of weakness is the area which is seen, ironically, by many as the major strength. The education-work council model is basically elitist. The membership is comprised of persons who are in positions of influence, persons who can make change happen quickly. Although in strictly political terms this is an extremely effective way of encouraging the various sectors to work together, there are two primary sectors into which the rest of the community fall. These sectors receive little or no attention and include: those for whom the present system already works quite well, and those who are defined as disadvantaged. The work education council model has no provisions for ensuring that this latter group is properly and accurately represented. Except for encouraging young people to be council members, something we have not been very successful at, there are no invitations to the primary consumers of social programs. To invite these people would not only enhance the awareness of the group of the real needs of the community but also would help to bridge the gap between the classes.

B. The DOL-AACJC-college-community organizational pattern would have worked very well had the college fully understood its role as administrative parent. All councils should be incorporated and fully autononomous. If an institution such as a college acts as sponsor for the council, it should do no more than administer the funds and possibly provide housing. The college should have no more status than any other council member, and this should be publicized as much as is necessary to ensure that the community understands.

The benefits gained as a result of AACJC's part in the process cannot be overstressed. As a new entity struggling to identify and understand its own identity, the council might have collapsed if it had not received the on-going personal attention of AACJC. Small communities, inexperienced in the ways of the federal bureaucracy, simply cannot be expected to deal directly with federal agencies which expect certain guidelines for performance to be observed. AACJC not only interpreted these guidelines, but lifted the burden of numerous responsibilities off the council's shoulders, allowing for a much needed local focus. I expect that not all intermediaries would automatically perform this invaluable function in the superb manner which AACJC has.

C. Without federal monies, cooperation might have grown out of need and because of recent encouragement from the present governor, but it is not likely, in my opinion, that truly collaborative activities would have resulted. The role of the administrator/director and program consultants has been extensive in the pursuit of the ideal collaborative council. Without this staff to constantly encourage council members to consider the new way of doing business, most surely they would have rested with the existing way of doing things. Local funds, especially in this two-county area of few financial resources, would simply not have emerged for an untested activity.

D. Perhaps more important than the concrete benefits of the council are the intangible and unquantifiable ones. As one board member observed, council members have learned how to be effective in a democratic manner. This involves allowing others to participate in decision-making formerly reserved for only one person or group. It also means trusting others and respecting their opinions.

Despite the small size of the community, the various sectors which the council seeks to unite have previously had little or no contact. As a result of the council, not only have educators, CETA administrators and business people met each other for the first time, the council has given them the opportunity to meet on a regular basis in a relaxed atmosphere. Through greater knowledge of each other's work, some of the myths that each has held about the other have been dispelled. Since people have grown to know each other and have had the opportunity to meet on friendly ground, each is less likely now to critize the other without adequate cause. Instead, people are beginning to think in terms of how to assist each other. It is a whole change in approach from negative to positive.

E. Different people expected different outcomes. From my perspective, the most significant outcome of all was the one which I expected the least. I had initially envisioned the council as a group which could force ineffective agencies and institutions to perform better. People would become members because they felt compelled to, not necessarily because they wanted to. The council would force each agency and institution to make its activities more visible, thus providing more opportunity to analyze accurately. Happily, through the leadership of the board and some of the more active members, a more positive mood was set and people began focusing on all the good which the council could do and less on the incompetencies of present community actions.

MOTLOW COMMUNITY EDUCATION-WORK COUNCIL

MOTLOW STATE COMMUNITY COLLEGE
TULLAHOMA, TENNESSEE

ROBERT J. DUBRAY
PROJECT DIRECTOR

JIM CONLEY, COUNCIL CHAIRPERSON
ATTORNEY
TULLAHOMA, TENNESSEE

I. Demography:

The council serves a rural seven-county, 2,968 square mile area located in southern Middle Tennessee where hardwood timber, limestone, and water abound. The seven-county population is 154,000 residents, with a total labor force of 73,000.

Most workers are employed in small manufacturing concerns. For example, in Coffee County (the most industrialized of the seven counties) approximately 65% of the industrial firms employ fewer than 50 people each. There are only 3 companies in the county which employ 300 or more workers: Aerospace Research Organization (ARO) located at Arnold Engineering Development Center (AEDC), Batesville Casket Company, and Tennessee Apparel, Inc. AEDC, the largest aerospace ground testing facility in the free world, employs approximately 4,000 people. It is located in Coffee and Franklin Counties and has had a significant impact on the economic development of the area. Batesville Casket Company employs approximately 475 persons and Tennessee Apparel, Inc. employs approximately 490 persons.

Other major employers in the region include: Carrier Corporation produces air conditioning parts (Warren County) and employs approximately 1,750 persons; Gould Corporation manufactures electric motors (Warren County) and employs 1,500 workers; Eaton Corporation manufactures vehicle transmissions (Bedford County) and employs 670 people; and Powermatic Corporation produces power-driven hand tools (Warren County) and employs 550 workers.

Other products created through local industry include: baseballs, golf clubs, pencils, shoes, aircraft/missile parts, electric motors, valves, refrigeration equipment, garments, and distillery products. The production of these goods generates a service industry which complements the area economy.

Generally, the area has experienced a slow but relatively stable economic growth over the last several years. Coffee County has had an accelerated growth rate. All the counties are actively engaged in industrial recruitment, stressing the moderate climate, the paucity of labor unions, a ready work force, and the significant number of available education and training institutions. The area does not have regularly scheduled commercial passenger or air freight service.

Youth out-migration is a serious problem. The targets of the out-migration are typically the trade centers at Nashville (75 miles to the north and west), Chattanooga (75 miles to the south and east), and Huntsville, Alabama (75 miles to the south).

Recent data show that adult unemployment for the seven-county area hovers around 7.4%. Youth unemployment (for ages 16 through 19) is at 18.5%. Minority youth unemployment stretches toward 40%. (The minority population in the seven-county area averages 6.8%). While the overall unemployment rate has declined over the past few years, the youth unemployment rate has continued to increase.

The area economic development office projects high demand for skilled craftsmen, particularly in the machinist trades.

Each of the seven counties is administered by a board of commissioners composed of between 20 and 24 elected officials. Each commissioner serves a four-year term, with the candidate receiving the largest number of votes acting as the executive officer. Generally, the commissioners are elected for several consecutive terms, thus ensuring leadership continuity. The county commissions control the public budget which is raised essentially through property and sales taxes. While individual county commissions operate autonomously from each other (and in some instances, particularly regarding school issues, they compete with one another), they cooperate on regional bases. Examples of regional cooperation can be found in law enforcement information systems, water projects, and economic development programs. With the exception of the executive office, the commissioners are paid token wages. The executive officer is employed full-time and is paid wages based on state guidelines.

A demographics chart is presented on the following page.

II. Council Development:

The council began with the award of a subcontract by the AACJC to Motlow State Community College on February 28, 1977. A project administrator was employed on March 14, 1977. An assistant administrator was appointed on May 2, 1977. Intensive contacts were initiated immediately with community segments to solicit participation on a steering committee whose primary task was to establish plans for the organization of a full council. The steering committee held its first meeting on April 10, 1977. It concluded that each member would nominate 3 persons for participation on the full council. On May 23, 1977, the first full council meeting was held at Motlow State Community College, with over 35 persons attending.

Strong initial support and assistance was rendered by the U.S. Department of Labor program representative and the AACJC director.

As a result of the steering committee and first full council meetings, a program format for the council was established. The format included plans for a cooperative education program and job placement service for area youth, an evaluation design to assess the council's organization and development during the first year, and development of a data and information collection procedure focusing on occupational

			COFFEE	FRANKLIN	MOORE	GRUNDY	WARREN	BEDFORD	LINCOLN	SOURCE
1.	Population (in thousands)		33.10	27.77	3.56	10.98	27.96	24.59	26.03	U.S. 1972 Statistical Abstract
2.	% Unemployment		7.7	9.9	7.8	10.4	5.2	5.8	7.3	Dec. 1978 ES
3.	Median Family Income		7,677	6,599	6,404	4,183	6,464	7,031	6,306	Tenn. 1977 Statistical Abstrac
4.	Per Capita Income		2,996	2,280	2,972	1,939	2,757	3,183	2,366	U.S. 1972 Statistical Abstract
5.	% of Families Below Low Income		15.20	17.80	19.20	21.20	19.20	17.00	14.40	Tenn. 1977 Statistical Abstrac
6.	Labor Supply (in thousands)		17.03	12.19	1.86	3.88	13.61	12.11	11.11	(below 4,000-5,999) July 1978 E
7.	Labor Distribution (% in major areas)									
	Industry	Maufacturing Construction Educational Services Services	26.80	24.70	43.20	33.90	40.50	39.70	32.70	
		Wholesale/Retail	21.50	15.90	11.10	16.10	17.10	14.30	14.50	
	White Collar	Professional/Managerial	24.10	20.40	11.90	10.30	15.40	15.50	18.00	
		Sales/Clerical	15.60	15.60	14.50	12.30	14.60	17.00	17.10	
		Government	15.70	19.70	12.20	14.90	9.70		19.00	
		Craftsmen/Foremen	15.80	14.90	15.80	12.70	15.80	15.70	13.20	
8.	% of Land in Farms		56.70	44.80	66.20	20.10	65.00	73.50	78.50	Tenn. 1977 Statistical Abstract
9.	Population Density Per Square Mile		75.10	49.30	28.80	29.70	61.40	52.00	41.90	Tenn. 1977 Statistical Abstract
10.	% Urban		64.40	21.10	less 2,500	less 2.500	39.50	49.00	28.90	Tenn. 1977 Statistical Abstract
11.	% Labor Force Working Outside County		1.20	27.60	40.60	39.30	10.40	11.40	19.40	
12.	Median Age		28.80	28.30	33.10	28.00	29.30	31.10	31.60	Tenn. 1977 Statistical Abstract
13.	Median School Years Completed (25 years and older)		11.30	10.40	9.10	8.40	9.30	10.40	9.90	
14.	% Minority		4.00	8.00	7.00	1.00	5.00	11.00	12.00	
15.	Educational - Elementary/Secondary	PR	1	2	0	3	0	0	0	
		PU	13	21	3	9	13	17	17	
	Facilities - Post Secondary	PR	0	0	0	0	0	0	0	
		PU	1	1	0	0	1	1	0	

profiles and the qualifications, career attitudes, and occupational interests of youth. A memorandum of understanding concerning the purpose and function of the council was introduced by the staff.

After the initial council meeting, the staff attempted to strengthen and expand membership and to shape it into a unified decision-making body. However, the process was handicapped by three factors: the large turnover in council membership, the extensive geographical area which the council embraced, and the independent and distinctive political units in the seven counties. As a result of the factors, the staff decided to establish subcouncils in each of the counties for purposes of addressing youth problems endemic to the respective local areas. After the staff had launched a campaign to publicize council roles and had talked with community leaders throughout the area, subcouncils were formed. Meetings were held to instill support for council goals in each of the counties.

The organizational aims of the subcouncil approach were only partially achieved in that only half of the counties generated sufficient participation to organize and appoint chairpersons and to institute programs. The more active subcouncils became problem-identifying and program-oriented bodies which collectively served as key sources for giving purposeful direction and structure to the council.

During the subcouncil development period, staff noted that subcouncil interest and activity fell between meetings and that it was necessary to reinforce continually their aims and purposes.

To help clarify council responsibilities and to improve the cohesiveness of the organization, the membership agreed to a staff-developed organization/function chart. The chart showed a board of directors composed of at least one representative and one alternate from each of the seven counties. The board would function as the governing, policymaking body of the program.

The organization plan delineated the functions which rested with the staff office and those which subcouncils would perform. The subcouncils were expected to organize by chairpersons and committees to plan, arrange and conduct meetings and to develop and execute programs and projects with community and institutional resources. The staff office would perform the administrative and clerical duties for the council and subcouncils and assist in the planning, development and execution of policies, projects and programs adopted by the council and subcouncils. The staff office also would be expected to coordinate and disseminate information among the membership, prepare reports, and process requisitions and financial statements.

Staff efforts to form a board of directors with strong representation from the subcouncils were unsuccessful. Apparently community leaders were unwilling to accept the organizational responsibilities. At subsequent subcouncil meetings it became clear to the staff that council members wished to act as an advisory group rather than as an operational body. The council, therefore, delegated all program development and administration details to the staff.

Full council meetings were discontinued near the end of the first project year. Subcouncil meetings were discontinued early in the second year. While staff maintained informal contact with community leaders who were members of these groups, staff time was consumed with project management (see Activities section following) and were unable to spend the substantial time required to organize, administer, and report on the meetings. The project, therefore, resembled a college program rather than adhering to the CEWC concept.

A chart depicting council membership follows this page.

III. Major Council Activities:

A. Youth Work Experience and Job Placement Programs:

Council suggestions and staff research indicated that the communities lacked services to assist and guide youth toward obtaining useful work experience and jobs. Through the collaboration of educators, businessmen and industrialists, a job referral system and career counseling service was instituted. It was housed in the council's staff office.

The job referral system began operations in July 1977, and was followed shortly thereafter in September 1977 with a cooperative education program in collaboration with Motlow College.

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COUNCIL MEMBERSHIP	Full Council		Governing Board	
	#s	%	#s	%
Education (TOTAL)	24	37.0		
Elementary/Secondary (TOTAL)	17	26.0		
. Public	17			
. Private	0			
. Technical	0			
Higher Education (TOTAL)	7	10.0		
. Public	5			
. Private	0			
. Technical	2			
Business (TOTAL)	14	21.5		
Manufacturing	3	4.6		
Commercial (banking, insurance, etc.)	4	6.2		
Professional (doctor, lawyer, etc.)	2	3.0		
Service (stores, service stations, etc.)	5	7.7		
Other (identify)	0			
Government (TOTAL)	21	32.3		
Local (identify services) County Courts	3	4.6		
State (identify services) Employment Security & Human Services	12	18.5		
Other (identify) Mayor, State Legislators, Congressional Assistant	6	9.2		
Organized Labor Unions (identify)	1	1.5		
Youth (identify groups they represent) High School & College Student Council	2	3.1		
Associations (identify) PTA Farmers' COOP	2	3.1		
Median (identify) Newspaper	1	1.5		
TOTALS	65	100	Non-Applicable	

Assistance for establishing the cooperative education program was gained from the Cooperative Education Office at Tennessee Technological University in Cookerville, Tennessee, which is renown in the state for its excellent and effective cooperative education program.

Over 350 letters were sent to area industries and businesses outlining the job referral and cooperative education system and soliciting their participation with the council in accommodating youth in work experience and job programs. Throughout the period of the activity close to 100 employers notified the council staff of position openings and interviewed students for job placement. Over 100 youth were placed with employers in part-time or full-time jobs and 60 students were assigned to cooperative education positions. Students assigned to cooperative education positions received college credit for work experience.

B. Job Seeking Skills Program:

Concensus of council membership identified the lack of job seeking expertise on the part of young citizens. It was noted in an early council meeting that youth have the will, the interest and the talent to hold jobs, but they lack knowledge about where to seek jobs, how to conduct themselves during interviews, and how to follow effective job hunting procedures. A pilot program entitled "The Art of Job Hunting" was conducted and hosted at Motlow College in February 1978 in collaboration with the council.

The program consisted of a public seminar featuring professionals in personnel management from local companies and agencies. Council members participated in the program. Seminar subjects included: job sources and leads, personal qualities important in getting a job, job application procedures, interviews, and means of keeping a job. Seminar participants expressed a desire for follow-up programs and suggested that it be incorporated in high school and college curricula. A job seeking skills handbook based upon the seminar has been produced for students, counselors and community agencies.

C. Community Clearinghouse Directory of Youth Programs:

The council and staff determined that a centralized youth referral service for special occupational assistance and work/education opportunities was not available in the communities. The council membership proposed that a centralized resource directory of such programs be developed for the service area. The Multi-County Mental Health Center, located in Tullahoma, was interested in developing such a resource directory also. Using a format developed by the Mental Health Center, the staff office collaborated closely with Employment Security offices as well as businesses and industries to compile information for the directory. Staff compiled data by county and by type of resource or service. The completed directory was turned over to the center for review, with suggestions that attempts be made to locate resources which would establish directory services throughout the council area. Final arrangements for the program are incomplete at this time.

D. Youth Profile Survey:

The objective of the activity was to compile, analyze and publish information about youth's occupational and career attitudes, training needs and desires, values, qualifications and plans. Communities lacked data which would enable them to plan educational and career development programs necessary to match the job market and occupational needs of the community. Because estimated costs of the study were not within the first project period's budget constraints, the survey was deferred until the second grant period. During the second grant period the staff, using copies of youth surveys conducted in other parts of the country, prepared a questionnaire for distribution to area youth. The council staff collaborated with school superintendents at the city and county levels, high school principals and counselors, as well as Motlow State Community College officials in conducting the survey. Educators at all levels were receptive and cooperative. Questionnaires were distributed to over 2,000 high school juniors and seniors and to over 500 full-time community college students. A resource person was employed to compile, analyze, evaluate and report survey results. Staff distributed the survey report to school superintendents, principals and counselors as well as to local government officials.

E. Craft Skills and Apprenticeship Training Program:

In March 1978 the staff began to make inquiries of local industries in collaboration with the Industrial and Business Institute of Motlow State Community College concerning the feasibility of establishing a skill and apprentice training program. The effort was in keeping with the interests of the council in that the membership felt that there was a critical shortage of skilled craftpersons in the council area and a paucity of training programs to adequately prepare youth for these opportunities. Occupational projections indicated that available vocational/technical programs could not provide the trained workforce in sufficient numbers to meet expansion and replacement labor demands. Small companies in rural areas generally lacked the financial, technical and administrative capabilities to conduct individual skills training programs. A direct involvement on the part of education and industry in meeting these manpower needs was essential to reduce the out-migration of rural youth to urban areas.

An expert in apprenticeship technology and industrial trades programs and the Department of Labor's Bureau of Apprenticeship and Training were consulted by the college. A needs assessment of craft areas was conducted through a telephone survey of industries throughout the seven-county area. Results of the telephone survey, coupled with a review of the occupational data available in the council staff office, indicated that one of the most critically needed skills of local industry was machinists. As a result, staff decided to launch a pilot program for apprenticeship technology in machinist skills.

In June 1977 the council hosted its first apprenticeship program meeting with representatives from local industries interested in establishing a technology program in collaboration with Motlow College. Nine industry representatives attended the meeting at which an apprenticeship program was outlined. Companies agreeing to participate as program sponsors were invited to serve on an advisory council to the college in apprenticeship technology.

In July, the council retained a resource person to complete the details of an apprenticeship and skills training program. He recommended and developed course curricula, texts, and training materials, and screened the selection of proposed instructors for the pilot program.

The apprenticeship technology program required that participants complete a pre-apprenticeship phase encompassing graduation from an approved high school or technical school vocational program or have previous industry experience in a given craft. The apprenticeship phase consisted of four years on-the-job training and work experience with a company in a given craft in addition to related courses at the college. College credit would be awarded for all courses successfully completed.

The related classroom instruction would satisfy the required contact hours of instruction specified by the Department of Labor, Bureau of Apprenticeship and Training. At the completion of the on-the-job training and related course instruction, participants would attain the status of fully qualified journeymen.

Motlow College committed itself to the apprenticeship and skills training program concept and made immediate plans to prepare a proposal to the State Higher Education Commission for a degree program in industrial and applied technology. The college administration felt it could accommodate this program in a degree package, allowing for college credit for the related classroom instruction. With additional general education courses, an apprentice or craft trainee could attain an associate degree. The college administration also made plans to provide for the award of a trade certificate for participants upon completion of core courses in a specified trade.

By August 1977, six companies agreed to sponsor apprentices for related classroom instruction at the college in the machinist pilot program. Twenty-three participants were scheduled for the formal machinists' apprenticeship program with the Department of Labor. Another twenty candidates enrolled for the related courses in machine shop math and blueprint reading. At the college's fall quarter registration, a total of 91 machinist trainees enrolled in apprenticeship courses, with 35 formally signed up for the apprenticeship program in accordance with agreements with respective companies and the U.S. Department of Labor.

The program now includes job counseling and referral functions for eligible candidates seeking employment in the craft and skill areas. It incorporates job seeking techniques which afford apprentice trainees opportunities to broaden their employment perspective.

Thus far the activity has had impact upon the state government, educators, and the private sector, for it is unique in Tennessee. The program ties the educational system directly to industry. It actively involves industry in structuring educational and training programs, the results of which will directly influence employers' operations. It has linked educational institutions with the State Department of Labor and the private sector. It represents a continuous system whereby the changing needs of the private sector can be met at an affordable price. It has the potential of contributing to reductions in unemployment and in the out-migration of young people.

The pilot program underway at Motlow College has already established and proved the feasibility and future promise of other apprenticeship and skills training programs. However, the extent to which such a program concept will be allowed to expand is dependent upon the support given by state government and the availability of funding from federal, state or local sources.

Council Milestones and Activities:

November 1977: Assisted the Grundy County subcouncil to collect data for a grant proposal under CETA, Title III, Youth Employment and Training Program.

January 31, 1978: Met with staff officials of Tenco Developments Inc., a non-profit organization which develops new businesses and industries and needed training programs. Explored the feasibility of developing a community training program for youth in craft skills.

February 8, 1978: Council-sponsored job seeking course for youth entitled "The Art of Job Hunting" in collaboration with Motlow College's Continuing Education and Evening Division.

June 19, 1978: Consultant hired to gather and analyze data and prepare written report on results of youth occupational survey.

June 27, 1978: Meetings with Grundy County and Coffee County subcouncils to outline details of youth survey, apprenticeship skills training, and job seeking programs for youth.

July 12, 1978: Meeting held with executive director of the Coffee County Industrial Development Board to discuss ways of collaborating with industries and businesses and means of formulating youth work programs.

July 24, 1978: Retained a consultant to determine and assess employers' occupational needs and requirements for craft skills and to recommend and develop pertinent training programs in selected skill areas.

July 27, 1978: Meeting of local industries interested in establishing apprenticeship technology programs in collaboration with Motlow College.

October 10 and 11, 1978: Staff attended grant proposal session in Nashville to review proposal requirements for college/council's application tentatively approved under the governor's 4% Discretionary Fund. Proposal described an apprenticeship and skills training program and involved collaboration among the private sector, Motlow State Community College, and the Department of Labor's Bureau of Apprenticeship and Training. State CETA advised staff that the DOL's regional office in Atlanta would have to review proposal.

October 1978: Staff worked with the college to develop a special degree proposal for the apprenticeship program, leading to an Associate of Applied Science in Industrial and Applied Technology.

October 26, 1978: Meeting with local companies sponsoring apprentices and with a representative from the Labor Department's Bureau of Apprenticeship and Training.

November 6, 1978: Staff and Motlow College officials met with area vocational technical school personnel to establish linkages for the apprenticeship technology program and to seek stronger vocational/technical schools' participation.

November 29, 1978: Meeting of the apprenticeship technology advisory council to review the accomplishments, status and future of the apprenticeship program.

December 5, 1978: Meeting with state area vocational technical school personnel and officials from the State Department of Vocational Education to review the apprenticeship program and to clarify the state's role in the program. State officials endorsed Motlow College and council efforts and decided that current vocational educational programs did not have the resources and flexibility to manage such endeavors.

January 1979: Published and distributed the council-developed brochure on federal and Tennessee laws regulating child labor and minimum wage. Distribution was made to school counselors, employment security offices, businesses and industries, and other community agencies and services.

January 1979: Distribution of the council-developed "Job Seeking Skills Handbook" completed. All high schools, community agencies and other relevant groups received copies.

February 1979: Youth Occupational Survey report published and distributed to high school principals, school superintendents, Motlow College staff, and other community officials and agencies.

IV. Major Problems:

A. Council Membership:

Council membership, college administration, and project staff feel that the community education-work council concept is not workable in these communities. It is not workable for a number of reasons. Some of them follow:

1. Community members are strongly program oriented. Group organization activities, substantive discussions aimed at clarifying community problems as they affect youth, and similar sorts of "talk" sessions, are viewed generally as non-productive by council members. Collaborative principles and group building are not viewed as practical. Only when the group is involved with applied programs does it feel it is spending its very limited free time effectively.

2. The council membership has adamantly held that its proper role is to advise the staff and the college on plans and projects. It has not seen itself as a program development group, as a program implementation body, as an organization which might take a leadership role in encouraging changes in youth serving organizations in the community. It has not seen itself as a group which separately or collectively might contribute funds to the support and growth of the council nor to

help locate funds elsewhere. In spite of frequent staff attempts to inform the group of the program purposes and expectations, the council has not accepted that role. As a result, it has become, and remains, a reactive committee.

In small rural communities like those in the service district, a small core of leadership exists. The core is constantly requested to serve on some committee or other whose purposes are just as legitimate and significant as the council's. The community leaders can stretch their unscheduled time so far, and they have little time to use for committee work beyond that needed for group discussions. Thus, they are able to advise staff but they are unable to accept more active functions like those anticipated for them through the program.

Further, for this relatively small core of leaders, there are other attractions for the use of their free time which importantly limit their involvement in community improvement efforts. Recreation activities, particularly those which involve family participation, are among the more important of the possibilities.

There is a danger, too, in "burning out" those few people who are willing to take on council functions. The tendency is for project staff to rely too heavily on those who are willing to become actively involved, thereby wearing them thin and eventually losing their help.

With increasing numbers of women holding full-time paid jobs in addition to their continuing household responsibilities, community action programs like this one lose a very important reservoir of talent formerly available. The economy has required that, in many families, both parents work.

Life has become so complex, demands and attractions so varied, that involvement in community improvement projects, ones particularly which require additional hard work, have become less interesting, less possible for community volunteer leadership.

The result of the factors above was that council membership fluctuated, making it nearly impossible to generate continuity during the program's life.

3. The council recognizes the college as the most creditable and appropriate institution in the community to deal with youth transition problems. The council program, in its view, is a college program. The membership has stated that the council staff through the college should exert leadership in devising programs and in gaining the cooperation of other community organizations.

With the adoption of this position, the council becomes little different from the several community advisory groups which are already affiliated with the college. In fact, its function becomes duplicative since it touches on areas already covered by other groups.

B. Council Organization and Development:

In assessing the council's organization and development, several features stand out:

1. With close to 100 persons, the membership was unwieldy.

2. No guidelines for membership were considered, assuming that membership should remain open to all interested parties and segments of the community so that they could freely discuss their concerns, problems and suggestions concerning the transition of youth from education to work. Had firm membership requirements been established, perhaps many members would have taken their role more purposefully, and a rationale would have existed to terminate inactive members.

3. To have reduced the size of the membership for greater cohesiveness and managability would have been ideal had it been done initially. But to reduce it halfway through the project cycle would have required purging membership. A purge would have created more problems.

4. The council membership, in its haste to develop programs, moved before solidifying the organization. Thus, the staff was left to do all of the legwork. The workload became enormous, preventing staff from concentrating on organizational development.

5. A great proportion of the membership came from education and public service organizations. It would have been desirable to have more members from industry, business, labor and youth groups. But business and industry people appeared to be too busy and committed to other goals, and labor is not very active in this area.

C. Staff Changes:

During the project the staff office experienced a turnover in staff. Three different people occupied the position of program coordinator, three different people occupied the secretary's position, and there were two different project directors. Although staff turnover did not create serious operational problems, it nevertheless was somewhat disconcerting to the membership and the council's contacts in the community.

D. Scope of Project:

Both in terms of the subject matter (addressing the transition problems between education and work for youth), and in terms of geography (the seven-county area to be covered), the program was too large.

The subject matter was like dealing with a great segment of life itself. It appeared to be too general, too all-encompassing for the membership.

It was almost immediately evident that, in order to generate momentum and to improve manageability, it was necessary to create seven separate subcouncils. Community concerns could be better localized with the arrangement.

Yet, the arrangement produced other problems. If the subcouncils became dynamic, the staff would find it most difficult, if not impossible, to logistically serve their needs and demands; and, as it turned out, if the subcouncils needed hand-holding, direction, and instruction from the staff, it would be unable to provide leadership throughout the extensive area. As a result of the difficulties, the staff eliminated subcouncil activities and focused on one strong county council.

E. The Conservative and Parochial Caste of the Counties:

One of the important factors which moved the staff to create subcouncils was its awareness that each county had an inherent parochial interest in the youth problems facing its community, problems it did not particularly care to have discussed, exposed and addressed on a regional basis. For the most part the locales lacked a regional consciousness; each harbored suspicions about outsiders coming into their area and treading on their turf. Local county representatives were not shy about expressing their concerns: "We don't have any problems like that in our area." "We want to do it on our own."

The staff addressed the attitudes openly. However, parochialism in the rural areas of Middle Tennessee runs deep.

F. Program Difficulties:

One of the difficulties arising with the cooperative education program was the lack of employers who were capable of providing sufficient training to accommodate students with no job experience. Businesses are primarily small and lack resources to handle trainees. Generally, small companies proved more interested in hiring a useful worker who could provide immediate productivity. It became clear that the potential of a solid cooperative education program at the community college level was limited in view of employers' apparent preference for four-year college students who have had a few years of formal education in a specific field.

The job referral and placement service has great potential as a future service in this community. However, the staff office location at the community college isolates it from community youth and reduces access opportunities for non-college youth.

V. A Budget Summary Chart Follows This Page:

VI. Plans for the Future:

The council program will leave the community with some proven and successful projects. The council has spearheaded programs which can be adopted and managed by existing community institutions. The college will continue to be the center for youth transition programs throughout the seven-county area. It has given assurances that it will continue the job placement and cooperative education programs, the career advisement and development program (a career development room has been organized in the library), and the skills training and apprenticeship programs.

V. BUDGET SUMMARY
PROGRAM EXPENDITURES

		Percent
I. Salaries and Benefits for the Following Positions (TOTAL)		74.0
Project Director	35.25%	
Program Coordinator	25.60	
Secretary	13.15	
II. Staff Travel and Per Diem (TOTAL)		1.00
In-State	.66	
Out-of-State	.34	
III. Office Operations (Telephone, postage, equipment, photocopy, space, materials, etc.)		9.0
IV. Council Expenses (Costs related to council meetings, supported activities, travel and per diem, document production, leasing equipment, etc.)		1.0
V. Consultants for: Advise and counsel, research, reports, etc.		7.0
VI. Overhead at 8%		8.0
TOTAL		100%

The future is uncertain for an off-campus job placement and referral center similar to that which the council staff operated at the college. The staff had hoped to locate the program in a downtown area but there was insufficient time remaining in the grant period to pursue the move.

The apprenticeship program has gained momentum. It promises to be one of the most fruitful of council projects. Participating industries have enthusiastically supported the concept and have taken a keen interest in ensuring that positive opportunities are open to young people in the skill craft areas. They have become involved in all aspects of the program through their membership on the Apprenticeship Technology Advisory Council. The council may be the nucleus of a private sector involvement organization, the kind of organization which the Department of Labor supports through Title VII of the new CETA legislation.

There is a strong likelihood that a grant under the 4% Governor's Discretionary Fund (CETA) will be awarded to the college for further development and expansion of the apprenticeship program. The state of Tennessee has approved the application in concept. Only administrative details remain to be worked out.

VII. Available Documents:

1. Job Seeking Skills: Handbook for Young Citizens. The handbook was the result of a seminar designed to instruct young citizens in effective ways to seek, apply for, interview for, and hold jobs.
2. Tennessee and Federal Child Labor Laws and Federal Minimum Wage Brochure. A summary of existing laws which govern the employment of young people.

*3. Youth Occupational Survey Report, February 1979. The report is the result of a survey made of the seven counties served by Motlow State Community College. The survey was made in order to access the occupational and career attitudes, training interests and needs, qualifications and plans of youth primarily within the 16-21 age group.

4. Community Education-Work Council. The brochure describes the purposes, goals and activities of the council as a non-profit, public service organization.
5. Community Education-Work Council Placement Office. The brochure explains the services offered through the placement and student employment office.
6. The Community Education-Work Council Presents Cooperative Education. The brochure explains what co-op education is, the advantages it presents and how to apply for it.

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*Copies in limited supply

*7. The Art of Job Hunting: An Expedient in the Youth Transition Process, by Robert J. DuBray, Project Director, C.E.W.C. The paper outlines job hunting skills. It is a result of the seminar entitled "The Art of Job Hunting" held at Motlow by the council and the college's evening division.

8. Industrial and Applied Technology Program (Apprenticeship Skills Training). The fact sheet provides students, workers, companies, counselors and others information about apprenticeship training. It covers pre-apprenticeship and apprenticeship phases, U.S. Department of Labor apprenticeship certification, the associate of science degree program and curriculum.

VIII. Institutional Impact:

Several programmatic changes have resulted from the council's efforts. Most have occurred within the community college. The council's efforts to promote the apprenticeship program resulted in the college's development of a degree program proposal leading to the Associate of Applied Science degree in Industrial and Applied Technology. Although the program has yet to be approved and formally adopted at the state level, it is evident that strong interests exists throughout the state.

Staff involvement in cooperative education and job referral programs has enabled the college to implement college credit

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*Copies in limited supply.

for cooperative work experience that is educationally related to the student's field of study. Job placement for students seeking part-time or full-time jobs to supplement their financial needs and to afford them work experience has become popular at the college. Employers serviced through the program look to the college as a continuing source of reliable employees.

The council's efforts in developing job seeking skills and career development material stimulated the college to adopt a career development program on campus. A career development room has been established in the library and materials currently are being pooled and placed on reserve there. Counselors will be appointed to offer career planning assistance. The council, particularly through its contacts with other work council consortium communities and government and community agencies, has collected career related materials which will be provided for the room.

Out of the apprenticeship program surfaced the need for a specially tailored English composition course for apprentices wishing to go on to receive an associate degree in the Industrial and Applied Technology program. The course was designed not only to instruct students in the fundamentals of written communication, but also to deal with the types of communication which individuals would normally use in the industrial and business world.

The council's project director participated on a labor committee for the Coffee County Industrial Development Board as the result of project work relating to apprenticeship training and job market and training needs assessment activities.

Commenting on the Education-Work Council's impact in a recent memorandum to the council's project director, the Motlow College president stated:

> In hosting the Community Education-Work Council this institution has enhanced its credibility and reputation as a service-oriented college, fully prepared to meet the needs of the community. Through the Community Education-Work Council, Motlow College itself became an instrument to bridge the gap between the worlds of education and work. The relatively short period of the council's existence could not, of course, bring radical or revoluntionary changes. But the council's work was significant enough to lay the foundation for change in this community through some very basic realistic programs. I can assure you that this institution hopes to continue pursuit of these worthly programs within its resources to perpetuate the purpose and role of the Community Education-Work Council.

IX. Project Director's Personal Assessment:

A. Weaknessess/Strengths of the Collaborative Concept:

The idea of a community organization focusing on youth education-to-work issues through a collaborative approach is a healthy one. The challenge, however, of such a concept is that it assumes the leadership and initiative will be sustained essentially by volunteers in the community. Project experience shows that few people will give up significant portions of their time to work toward a community ideal without some form of

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personal rewards. Those who did, soon burned themselves out. They began to feel that their council efforts were interfering with their personal and professional responsibilities.

The collaborative ideal presupposes a group which is community-based and free to review and deliberate issues which may cut across many community segments. In essence, an education-work council must avoid becoming associated exclusively with any particular community organization if it is to maintain the collaborative ideal. The Motlow council was unable to separate itself from the college because of the college's strong reputation in the community.

B. Problems With The Funding Approach:

Throughout the project it was understood that outside funding would be necessary to perpetuate the council's goals and activities. The staff worked long and hard at several grant proposals to gain funding for specific projects. The public sources for these grants almost invariably imposed the CETA economically disadvantaged criteria for grant eligibility. Early in the project period the council determined that a primary target group of youth needing transitional help was middle-class youth. Programs already existed in the area for the economically disadvantaged, and affluent youths had no job problems. It was the council's belief that the federal government must come to grips with the issue that the education-to-work transition problem is just as serious for youth in middle-income families as it is for those in low-income families. Statistics alone do not reflect the gravity of the youth transition problem. Opportunities for middle-income youths should and must be improved through federally funded programs, particularly in craft training with industry, job-seeking skill building and vocational counseling.

C. Program Organizational Pattern:

The organizational flow from the DOL through the AACJC through the college level and to the council was an excellent arrangement. The college was a natural focal point for a program of this nature. Through AACJC the council was afforded extensive information related to the education-work issue.

D. Consortium Performance:

The existence of a 33-community consortium had its benefits from the standpoint of providing a cross-feed of ideas from which to choose for local adaptation. Aside from this, periodic consortium conferences offered few benefits.

E. Unexpected Outcomes:

Basically two unexpected outcomes occurred as a result of the council's efforts. One was the establishment of a formalized apprenticeship program with strong linkages with the private sector, the Department of Labor and education. The other outcome was the role a group like the council can play in promoting industrial development. Its existence demonstrates to interested,

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out-of-state industries that the communities are able to draw their resources together to meet industry's needs. The work council concept is proving to be a key instrument in gearing labor force development to meet incoming industry needs.

F. Other Comments:

It is difficult to say if an Education-Work Council or a similar organization would have been formed without federal monies. My initial reaction is to say that perhaps comparable groups may have already existed under the guise of a different title. Before the work council was established, the community college was involved with a number of curriculum advisory groups and other community councils in order to coordinate the needs and interests of the community. Education and career/professional issues were addressed. Approximately 25% of our council membership was composed of individuals serving on other existing college councils or committees.

The establishment of an Education-Work Council was quite significant, however, in terms of ripening the education to work concern in this community. The council served to enhance the community's awareness of specific problems which youth face in transitioning from education into work. The council not only highlighted the specific barriers faced by young citizens in the employment market, but also offered specific programs to resolve the ills. In dealing with educators, local government officials, parents, students, employers, counselors, and other groups, I have felt the general community reaction to the council's endeavors was one of relief, a feeling that "At last something is being done to confront the youth employment problem in this community."

My experiences with the Community Education-Work Council in this locale lead me to believe that a successful approach to work-education issues is through specific program implementation with less emphasis on process issues.

In practice the collaborative process had its limitations. It was helpful as a means to organize the group and to generate discussions concerning the barriers to smooth education-work transition.

The council's experience may be likened to the advice which Thoreau once offered, "We have built castles in the air, now let's put a foundation under them."

UNIVERSITY OF CALIF.
LOS ANGELES

MAY 25 1979

CLEARING
JUNIOR COLLEGES

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